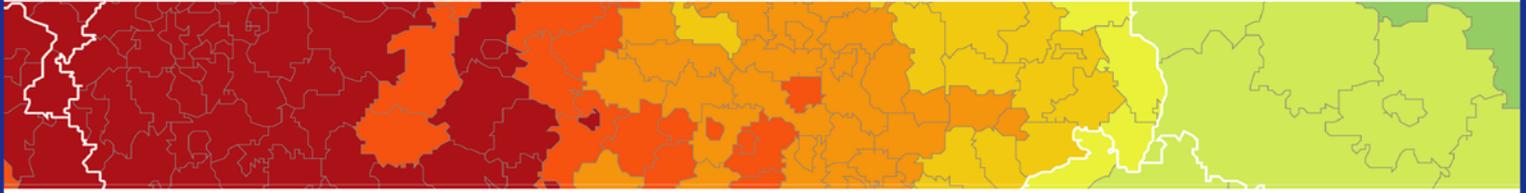


Inspire policy making by territorial evidence



# PROFECY – Processes, Features and Cycles of Inner Peripheries in Europe

(Inner Peripheries: National territories facing  
challenges of access to basic services of general  
interest)

Applied Research

Final Report

## Annex 14 Case Study Report Powiat Wieruszowski (Poland)

Version 07/12/2017

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#### **Authors**

Paulina Tobiasz-Lis, Karolina Dmochowska-Dudek, Marcin Wójcik, Pamela Jeziorska-Biel, Anna Traczyk, University of Lodz (Poland)

#### **Advisory Group**

Project Support Team: Barbara Acreman and Zaira Piazza (Italy), Eedi Sepp (Estonia), Zsolt Szokolai, European Commission.

ESPON EGTC: Marjan van Herwijnen (Project Expert), Laurent Frideres (HoU E&O), Ilona Raugze (Director), Piera Petruzzi (Outreach), Johannes Kiersch (Financial Expert).

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# PROFECY – Processes, Features and Cycles of Inner Peripheries in Europe

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## Abbreviations

EC	European Commission
ESPON	European Territorial Observatory Network
EU	European Union
NUTS	Nomenclature of Territorial Units for Statistics
ESF	European Social Fund
ERDF	European Regional Development Fund
EARDF	European Agricultural and Rural Development Fund
RDP	Rural Development Program
LAG	Local Action Group
LEADER	Links Between Actions for the Development of the Rural Economy
LDS	Local Development Strategy
SGIs	Services of General Interests
ASI	Areas of Strategic Intervention

## Executive Summary

This case study has been carried out as part of the ESPON project 'PROFECY – Inner Peripheries: national territories facing challenges of access to basic services of general interest'. It was conducted in May and June 2017 by the University of Lodz through analysis of secondary data and original empirical data collected by way of semi-structured interviews.

The case study report presents the Polish case study 'Powiat Wieruszowski' (Poviat of Wieruszów), an area within the Sieradzki Sub-Region (NUTS 3) and administrative region of the Łódź voivodeship (NUTS 2). It was chosen to investigate the concept of Inner Periphery based on delineation data classifying the area as of poor accessibility to regional centers and low economic potential.

Poviat of Wieruszów is characterized by a rather stable economic development but faces serious challenges regarding (a) outmigration of young, working age people and ageing which results in problems with supply of skilled work force, (b) very low quality of local transport network and public services although their quantity seems sufficient (c) planning and management of the area's specialisation which is low and thus the poviat cannot compete with neighboring territories and wages are lower than averages in the region and in the country, (d) integration of development strategies and the stability of development visions.

This area has always been peripheral in the regional scale, but in different times it has been defined by various triggers and drivers.

The contemporary social and economic Poviat of Wieruszów position is primarily marked by 15 years of a difficult transformation from a centrally planned economy to a market economy, from a totalitarian to a democratic system. The development of entrepreneurship and local self-government are the most important achievements. Poland's accession to the European Union and the opening up of social and territorial systems to global flows have settled this peripheral area in the new conditions of economic development. The key factor for overcoming Poviat of Wieruszów development limitations is the inclusion of this territory in the national and European (also global) circulation of people, goods and information, which is possible with the modern infrastructure. In the case of Poviat of Wieruszów the newly established S8 expressway has become an important element in improving the quality of life of people living and working in the area, yet it is too early to assess the impact of this investment on local development. In spite of the improvement in transport traffic (shortening travel time), the district will still operate on the fringe of influence spheres of large urban agglomerations, especially Wrocław and Łódź, and face major development challenges, in particular: providing good quality of SGIs, improving the labor market and absorbing external funds for investment, especially in terms of improving the quality of local infrastructure.

# 1 Introduction of the case study background

## 1.1 General information and location in European Space

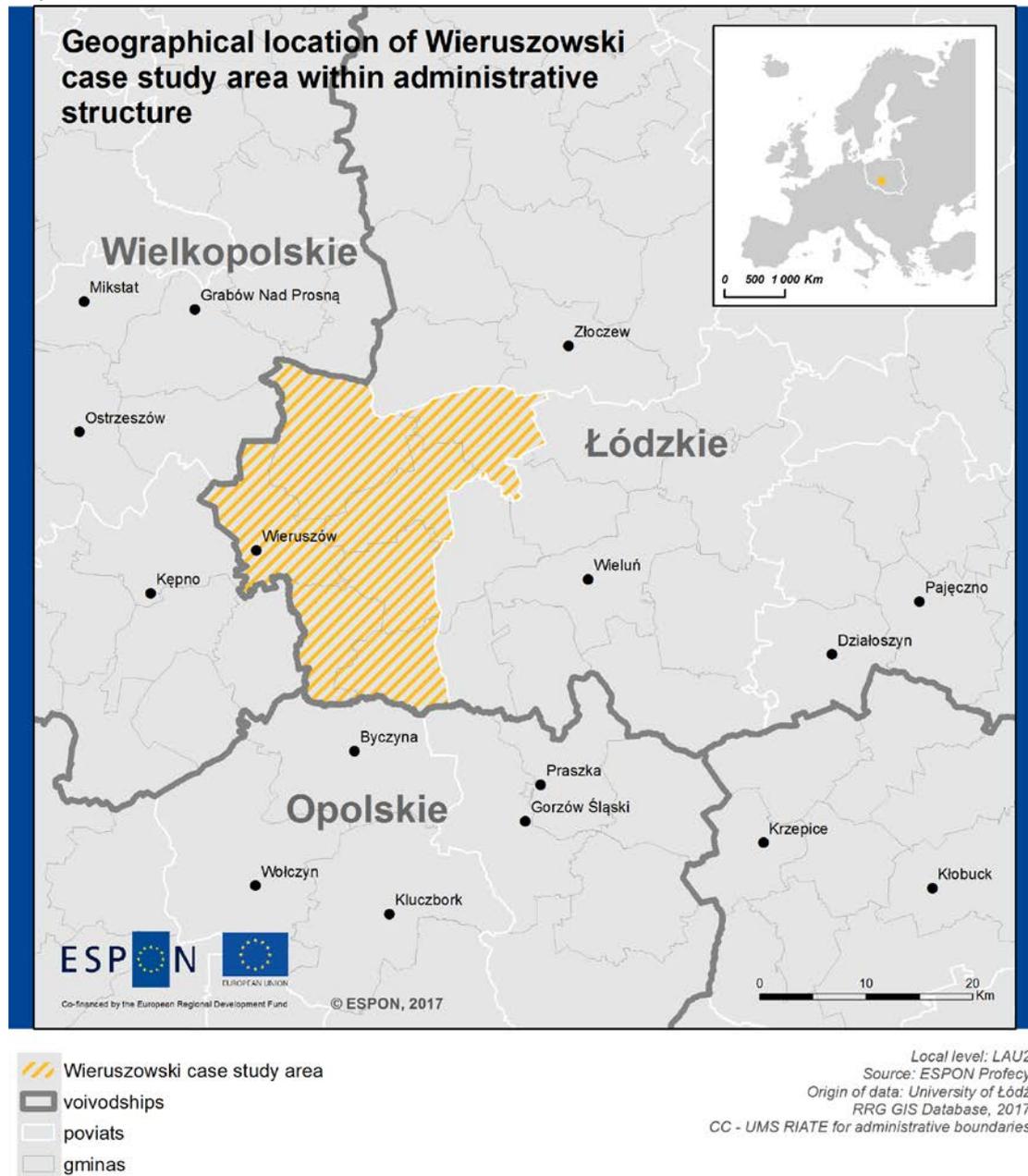
Powiat<sup>1</sup> of Wieruszów (Powiat wieruszowski) is located in the central region of Poland (NUTS 1), in the south-western part of the Łódź voivodeship (NUTS 2), in the Sieradz subregion (NUTS 3). Powiat of Wieruszów as a LAU 1 unit consists of seven smaller administrative units (LAU 2 gminas), one of which is urban-rural gmina (Wieruszów – administrative center of the powiat) and other six are rural (Bolesławiec, Czastary, Galewice, Lututów, Łubnice, Sokolniki). It covers the area of 576 km<sup>2</sup>. The western border of the powiat is also the border of the Łódź voivodeship (Map 1.1). It is a border territory to six poviats, two of which belong to the Łódź voivodship: poviats of Sieradz and Wieluń, the next two: poviats of Kluczbork and Olesno to the Opole voivodeship, and poviats of Ostrzeszow and Kępno to the Wielkopolska voivodeship. It is one of 24 poviats in the Łódź voivodeship.

Powiat of Wieruszów is located between five large cities: Łódź, Poznań, Opole, Wrocław and Częstochowa. Although the district does not border directly with the Lower Silesian Voivodeship, the capital of this region – Wrocław is of higher transport accessibility than the capital of Łódź voivodeship. Although it is peripherally located within the Łódź voivodeship and in relation to the center of this administrative region – the city of Łódź, powiat of Wieruszów is a place where important national and international road routes cross. The axis of the area is the S8 expressway (part of the E-67 from Prague (Czech Republic) through Warsaw (Poland), Baltic States, to Helsinki (Finland) with two junctions in Wieruszów and Walichnowy – road No.74.

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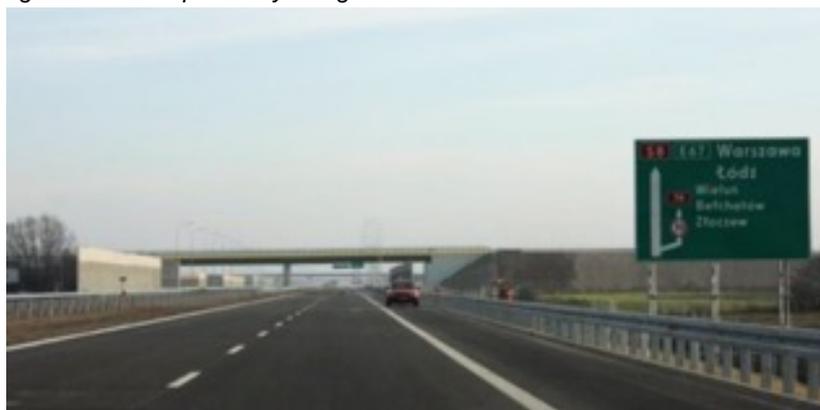
<sup>1</sup> Poland's poviats are sub-regional units of administration. Above them in the hierarchy is the tier of province-regions known as voivodships (*województwa*), and below the units at local level called gminas.

Map 1.1: Location of Powiat of Wieruszów within administrative structures



The S8 expressway has been the largest and most important investment in the study area in recent years (Figure 1.1). Thanks to this efficient connection with the capital of the voivodship - Łódź and Wrocław, Powiat of Wieruszów became more accessible, and gained new trigger for the development of new non-agricultural functions. There are two sections of the S8 road in Powiat of Wieruszów: Walichnowy-Wieruszów section, completed on the 21<sup>st</sup> December 2013 and Walichnowy-Złoczew section, put into use on 29<sup>th</sup> October 2014. Construction of both sections of the S8 expressway has been co-financed by the European Union within the framework of the European Regional Development Fund.

Figure 1.1: S8 expressway along Poviát of Wieruszów



The area is characterised by a well developed settlement network, however with a dominating role of small villages (not more than 1 500 inhabitants) and lack of bigger regional center as Wieruszów is a small town of less than 10 000 inhabitants. Also, the road network is considered to be well developed but the quality of local transport infrastructure is bad. This situation entails the problem of accessibility of services of general interest.

Rail transport has a minimal role in Poviát of Wieruszów, both from the perspective of internal communication as well as external accessibility and functional links (Figure 1.2).

Figure 1.2: Railway station in the town of Wieruszów – 19<sup>th</sup> century and contemporary view<sup>1</sup>



Considering physiographical location, Poviát of Wieruszów is a part of the South-Wielkopolska lowland. The terrain is typical of the moraine plain, with a slightly creased surface (the height of the area is 150-190 m above the sea level, the highest elevation is 202 m above the sea level). The district is crossed by the valley of the river Prosna – the left tributary of the Warta river which, aside from Bzura and Piica is of great importance for the Łódź voivodeship. All three river valleys, in combination with long history and interesting folk culture, define “tourist areas of river valleys of Pilica, Warta and Bzura” which are one of five types of functional areas in the Łódź voivodeship as described in the Regional Development Strategy of the Łódź Voivodeship. Western gminas of Poviát of Wieruszów are parts of “the tourist area of the river Warta valley” presenting good conditions for the development of water tourism, cultural tourism and horseback riding.

The river of Prosna flows through the regional center – the town of Wieruszów and the former town, today the village of Bolesławiec (Figure 1.3). Partially Prosna is both the border of Poviát of Wieruszów and the Łódź voivodeship. The natural, historical and cultural values of the Prosna river valley are under protection within the area of protected landscape since 1996 consisting of a number of natural monuments, nature reserves, surface and underground water resources, monuments of architecture.

Figure 1.3: The view on the town of Wieruszów from the bridge over the river Prosna



The climate in Poviát of Wieruszów is one of the mildest in Poland, characterized by favorable bioclimatic conditions.

The land use in Poviát of Wieruszów is mainly agricultural - about 70% of the total area is occupied by agricultural land. The area is classified as *Predominantly Rural* (rural population of about 80% of the total population) according to the European Commission (DG REGIO and DG AGRI). Fallow and brown soils of weak productivity are predominant here. Relatively best soils are located in the Łubnice and Lututów gminas and the weakest soils are predominant for the municipality of Galewice. Agricultural production based on such poor soils, combined with a small farms and lack of specialization, results in a relatively low income. Therefore, in recent years there has been an increase of afforested area in Poviát of Wieruszów.

Forests, which are the most natural form of vegetation in the area, are considered to be an important competitive potential of the Wieruszów County – in particular from the perspective of the development of tourism and furniture industry. Forests cover of about 26% of the total area which is higher than the average for the Łódź Voivodeship (21%). The highest forest cover is observed in gmina of Galewice (corresponding with bad soils), the lowest share of forests characterise gminas of Lututów and Łubnice (corresponding with good soils).

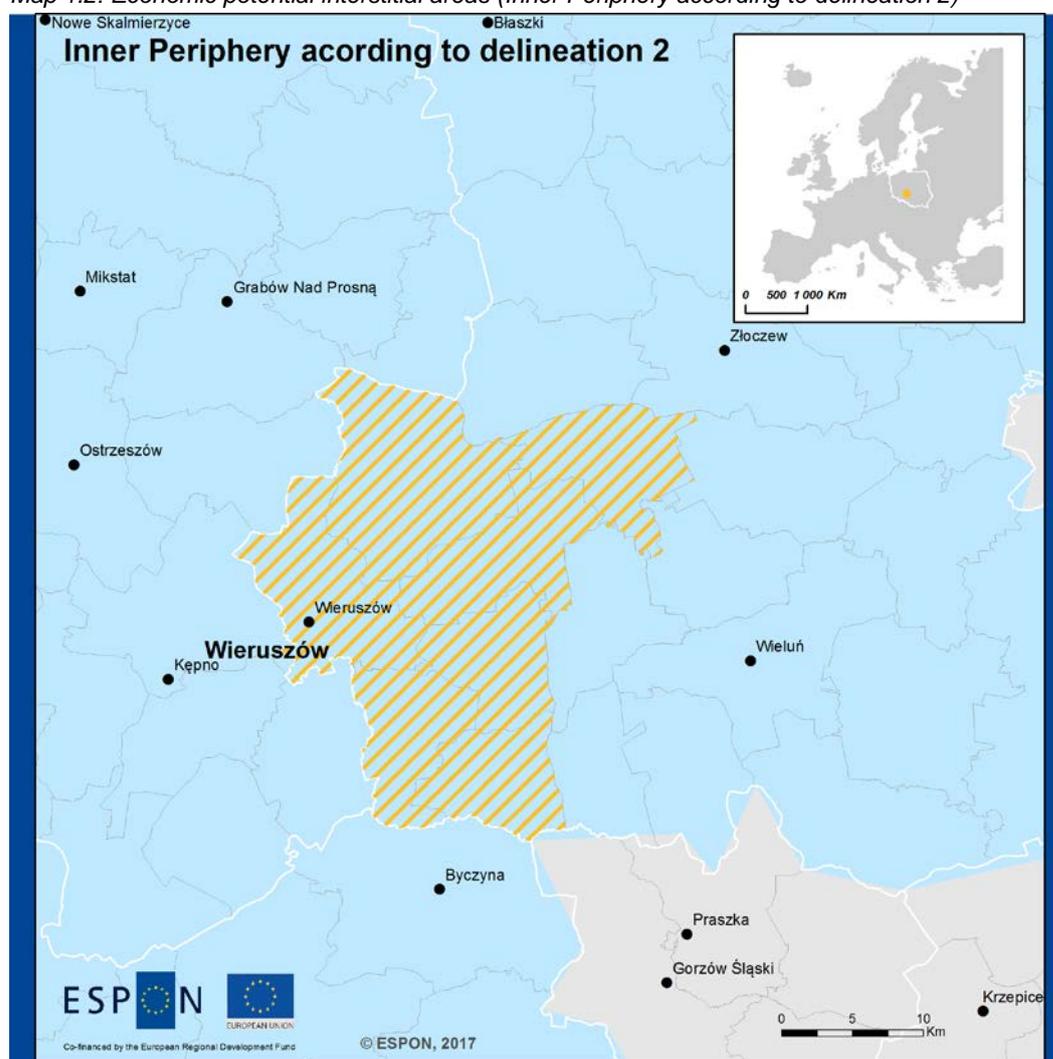
In Poviát of Wieruszów small deposits of energy resources such as natural gas and lignite have been identified. Natural gas deposits are already operated within the trial run, but no decision has been made to start the operation of lignite deposits. There are also four gravels in the area. The peat deposits used in the past in the Prosna river valley have lost their former economic significance.

## 1.2 IP delineation outcomes

Powiat of Wieruszów can be classified as Inner Periphery especially according to the economic potential interstitial areas (D2). Geographical location also results in low access to some Services of General Interest (SGI) (D3), however Wieruszowski case study area is not classified as Inner Periphery according to Delineation 3.

Whole powiat area is classified as D2 Inner Periphery which means that its standardized potential accessibility for road and rail in 2014 was below average of neighbouring regions and development of the standardized potential accessibility for road and rail in period 2001-2014 was negative (Map 1.2). Having an economic potential below the regional average for road and rail and experiencing a poorer development of the accessibilities for road and rail in the period 2001 to 2014 compared to Powiat of Wieruszów neighbouring regions are regarded as disadvantaged.

Map 1.2: Economic potential interstitial areas (Inner Periphery according to delineation 2)

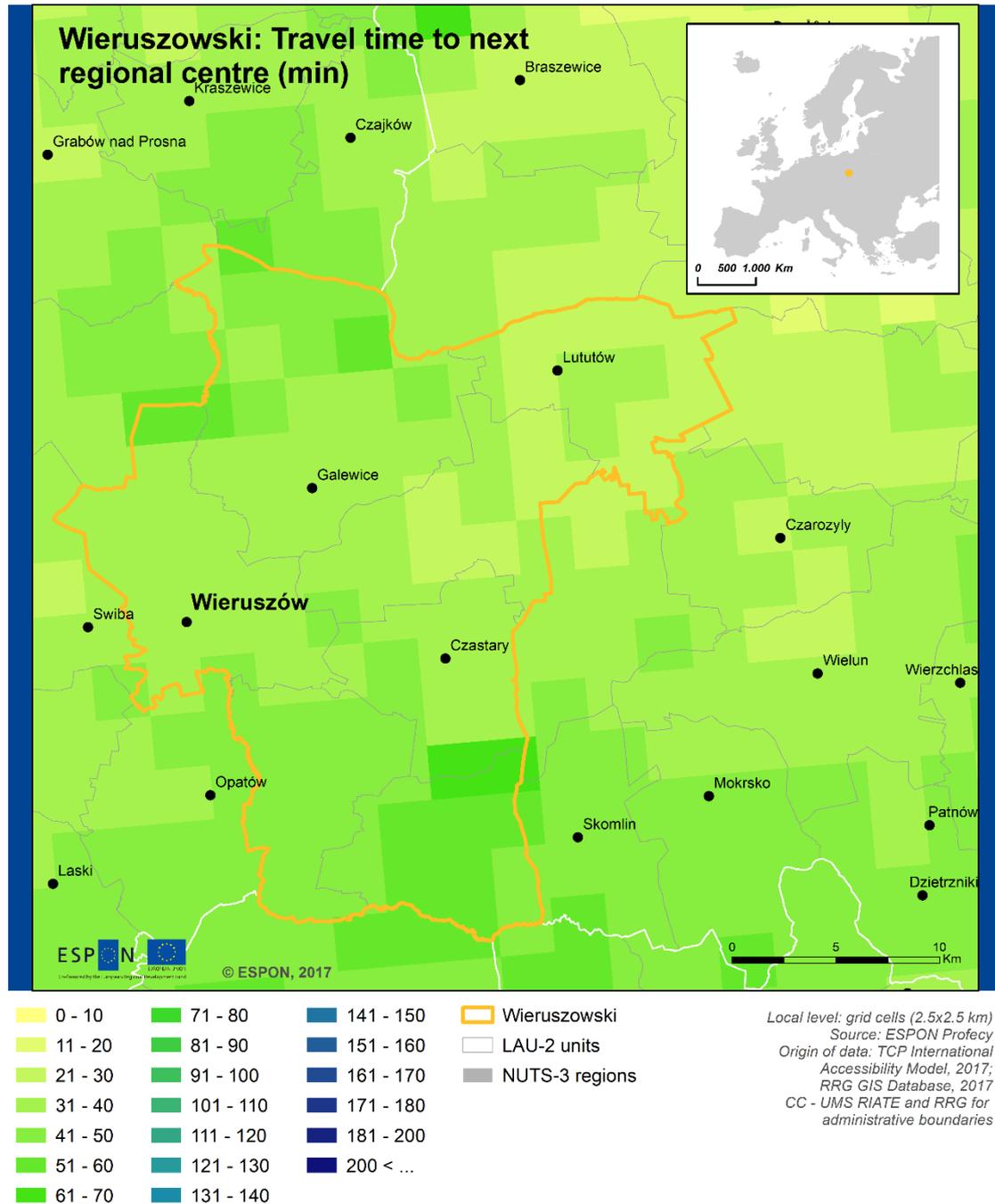


-  Wieruszowski case study area
-  LAU-2 units
-  NUTS-3 regions
-  Inner Periphery according to delineation 2

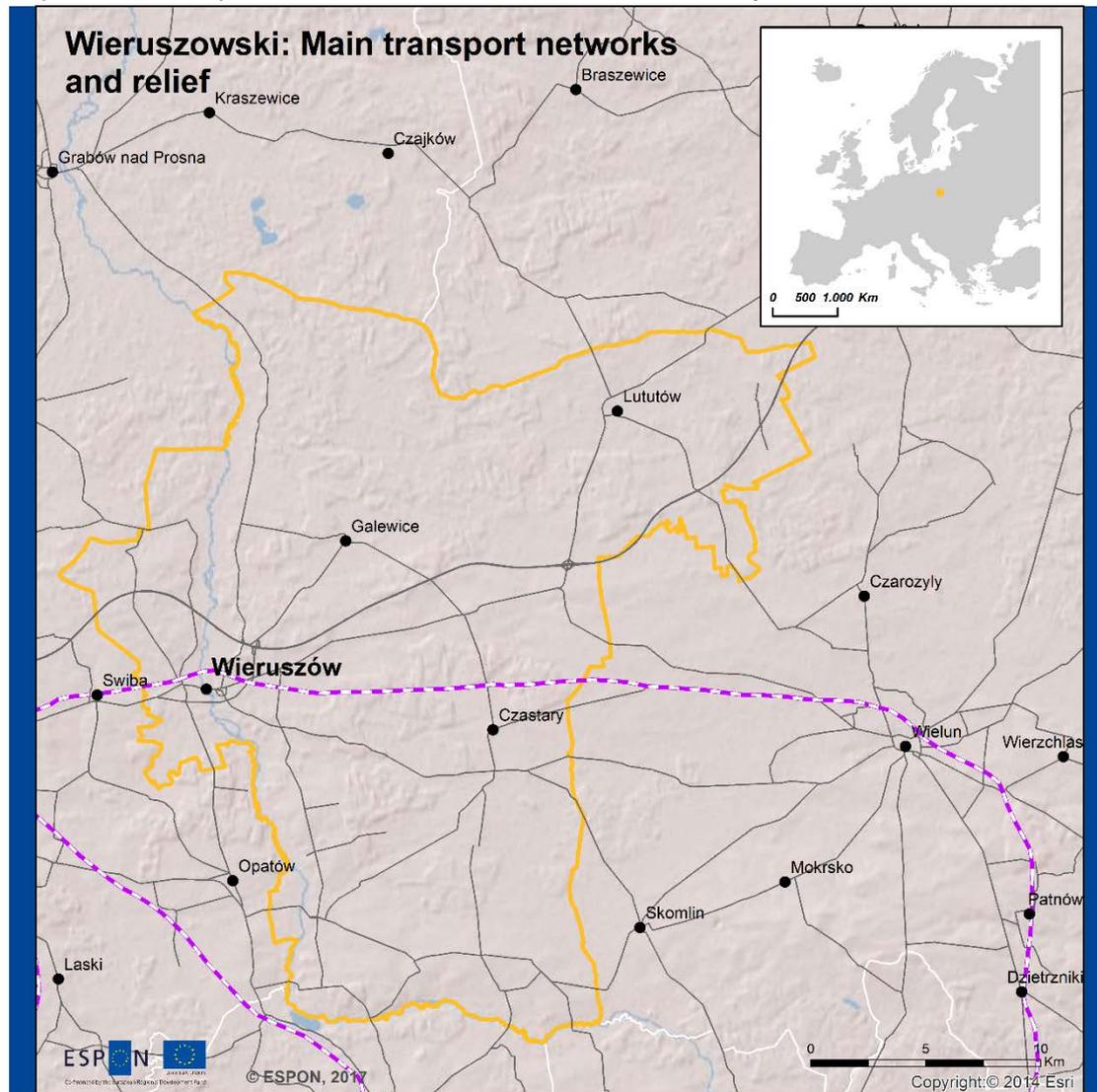
Local level: LAU2  
Source: ESPON Profecy  
Origin of data: University of Łódź  
RRG GIS Database, 2017  
CC - UMS RIATE for administrative boundaries

Due to well-developed transport network, Poviát of Wieruszów has good transport accessibility to regional centres. Taking into account the shortest road connections and the travel time, the distance to Wrocław is about 90 km (time is about 1h 15min.), to Łódź about 130 km (about 1h 30 min.), to Poznań about 190 km (about 3h), to Opole 90 km (about 1h 30 min.) and to Częstochowa 100 km (about 1h 30min.). The travel time to regional centres is higher in northern and southern parts of Wieruszowski case study area than in its central part – along S8 expressway (see Map 1.3 and Map 1.4).

Map 1.3: Travel time to next regional centre



Map 1.4: Main transport networks and relief of Wieruszowski case study area

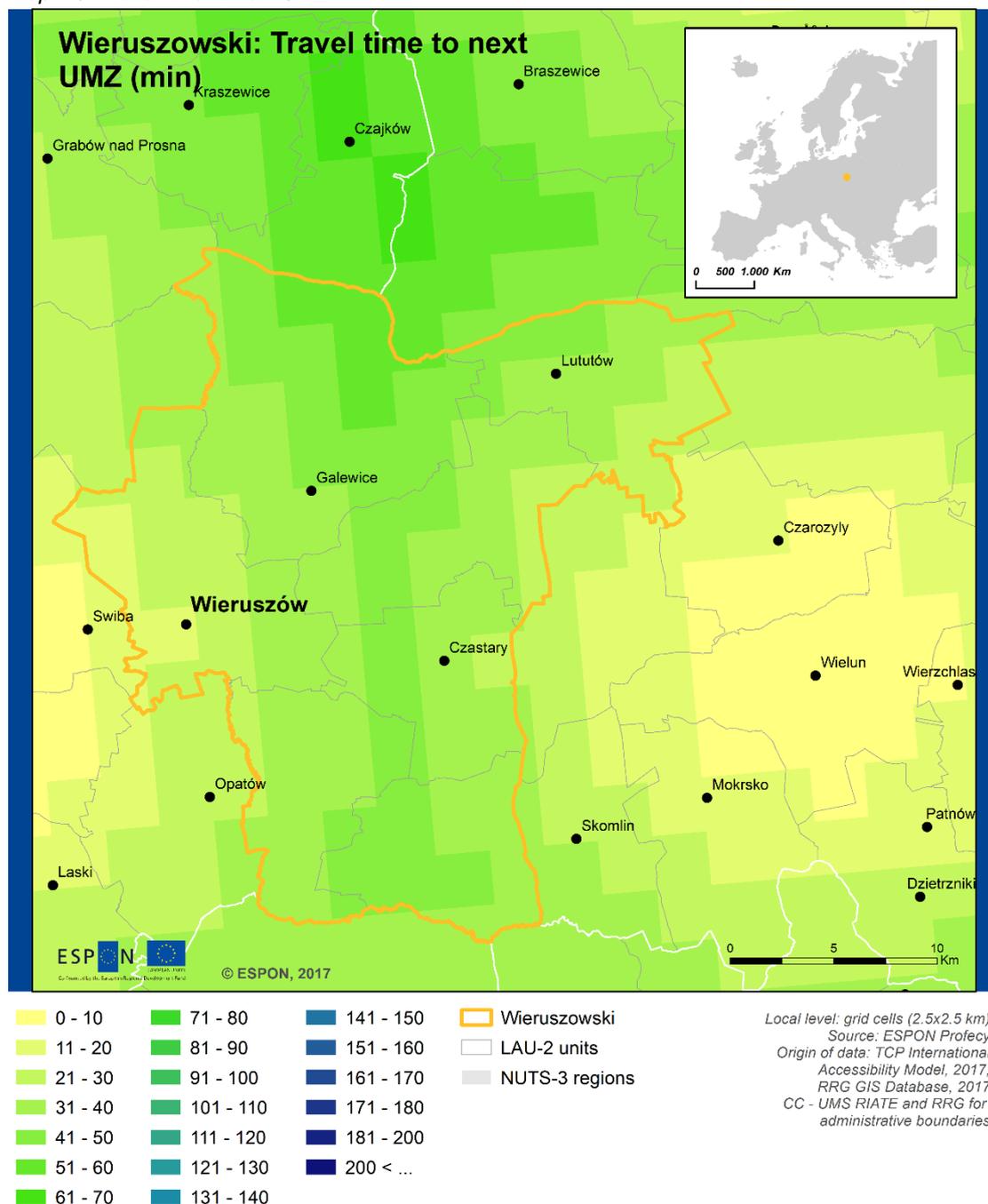


- - - Railway
- Motorway
- Other road
- Wieruszowski

Source: ESPON Profecy  
 Origin of data: TCP International, 2017;  
 RRG GIS Database, 2017;  
 ESRI, OSM, 2016  
 CC - UMS RIATE and RRG for  
 administrative boundaries

Urban morphological zones (UMZ) are proxies for the geographical distribution of jobs. There is a clear internal differentiation regarding access to UMZ (the nearest are: Kępno on the west and Wieluń on the east). Thus, the worst situation characterizes the central and northern part of case study area where travel time to UMZ is even 60 min (Map 1.5).

Map 1.5: Travel time to next UMZ



### 1.3 Basic socio-economic characteristic

Basic socio-demographic and economic characteristics of the Poviát of Wieruszów illustrate a number of consequences of disadvantages related to inner peripherality (see Table Ib in the Annex 2 and Table IV in Annex 5 to this report).

The population of the investigated area in 2013 was 42 260 people showing a decreasing trend since 2002. Within the whole administrative region of Lodz Voivodeship (NUTS 2) it was a share of only 1,7% of its total population. According to the estimations of the National Statistical Office

by 2035 the number of inhabitants of Poviát will decrease to about 38 000 (10%). This situation – typical for rural areas located beyond the influence of big urban centers, is in this case a result of both low or even negative birthrate and outmigration of students and young, working age people in all 6 rural gminas of the poviát.

In 2013 80% of the entire population of Poviát of Wieruszów was rural. Population density of 73 was below the average of the Łódź Voivodeship (138) and Poland (123). Considering the old age dependency ration, in Poviát of Wieruszów it was 58,5 non-working age people per 100 people in the working age. The feminization rate in the area was one of the lowest in the Łódź voivodeship and reached 102 in 2013, while in the entire Łódź voivodeship it was 110. The most feminized gmina of the poviát was the urban-rural municipality of Wieruszów where 100 men fell into 105 women. The rural municipality of Bolesławiec was the least feminized - the feminization rate was 97.

Rural character of the area and the long distance to cities with higher education services are reflected in the relatively low educational level of people living in the area.

Among the main causes of mortality of the inhabitants of Wieruszów County are cardiovascular diseases (in 2011 it was 59,1% - while the average for the Łódź voivodeship was 44.4%), which is one of the most negative characteristics of this area.

It is difficult to clearly determine the type and level of economic specialization of the Wieruszów County as it is part of the Sieradzki subregion, which is characterized by a fairly even share of particular sectors of the economic activity in creating added value.

Regarding the employment structure, the share of people employed in agriculture in 2013 was 35,6% presenting a decreasing trend since 2005 when it was 40,4%. There was a very limited specialization of agriculture in Poviát of Wieruszów due to relatively unfavorable soil quality together with unfavorable agrarian structure (dominance of small farms of less than 5 hectares). Directions of agricultural specialization can only be indicated at the contact point between agriculture and food production. In the case of the Wieruszów County it is primarily reduced to a relatively well-developed meat processing industry. On the other hand, a large number of agricultural land, increasing forest area and the presence of numerous meadows, could be potentially used for the development of agritourism.

The share of people working in industry and construction in the total number of employed in Poviát of Wieruszów was 41,3% in 2013 and increased since 2005 by 1,2%. In the structure of industrial production, furniture and wood factories dominate due to accessibility of raw materials, mainly particle boards, produced at Pfeleiderer Prospan Company in Wieruszów.

The increasing share of 23,1% of people employed in services in 2013 as compared to 19,5% in 2005 shows a typical trend of working age population moving from agriculture to services. However, it has to be stressed that this share is mainly determined by the relatively high number of people working in non-market services (e.g. administration, health care and social services), with relatively low employment in market services (finance, real estate and business services).

Powiat of Wieruszów is characterized by one of the lowest levels of unemployment as compared to the Łódź Voivodeship. In 2013, the unemployment rate was 10,9%, compared to the region average of 13,7%. Although the unemployment rate is relatively low, average salaries in all economic sectors in Powiat of Wieruszów are much lower than regional and national averages in particular professions (Table 1.1).

Table 1.1: Average salaries in Powiat of Wieruszów compared to the Łódź voivodeship in 2013 (without SME up to 9 employees)<sup>2</sup>

Area	Total	Agriculture, Forestry, Fishing	Industry, Constructions	Retail, Repairs, Transport, Hotels and restaurants, ICT, Communication	Financial, insurance services, real estate market
<b>Łódź voivodeship</b>	3510,2 878	4315,63 1080	3522,0 880	3117,17 780	3649,5 912
<b>Powiat of Wieruszów</b>	2722,07 680	1702,6 425	2468,16 617	2226,1 556	3485,95 871

Disparities presented in the table above are high. Only average salaries indicated in the last column – presenting the situation of people employed in professional services are similar. However, employment in this sector in Powiat of Wieruszów is relatively low. Predominant number of the poviats' residents live from farming, hired labor or relatively small business where incomes are lower than the voivodeship's averages.

Powiat of Wieruszów is one of these territorial units in the Łódź voivodeship that are characterized by the lowest level of development, the weakest economic growth rate, and the lowest wealth level. Moreover, in recent years the enterprise sector has seen a marked decrease in investment activity, which in subsequent years may result in a further decrease in their competitiveness and innovativeness. Weaker, than the voivodeship's average, economic potential of the area is reflected in lower incomes from local taxes and as a result in less possibilities for the local self-government to cover all needs of local societies, to contribute for projects co-funded by external resources. Nevertheless, In the period 2007-2013, all gminas within Powiat of Wieruszów were characterized by significant ability to absorb funds from the European Union. Throughout the whole EU programming period of 2007-2013, more than 8% of the income of the Wieruszów County was a contribution from EU funds.

Apart from the projects co-financed with EU Funds which were implemented by particular gminas, powiat self-government or local institutions, in the programming period of 2007-2013, the construction of the part of S8 expressway was conducted in Powiat of Wieruszów. This investment significantly improved the external accessibility of the area, and two communication nodes provide opportunities for the development of new non-agricultural functions, e.g. logistic centers.

## 2 Characteristics of the case study: Patterns and processes

### 2.1 The evolution of IP case study region

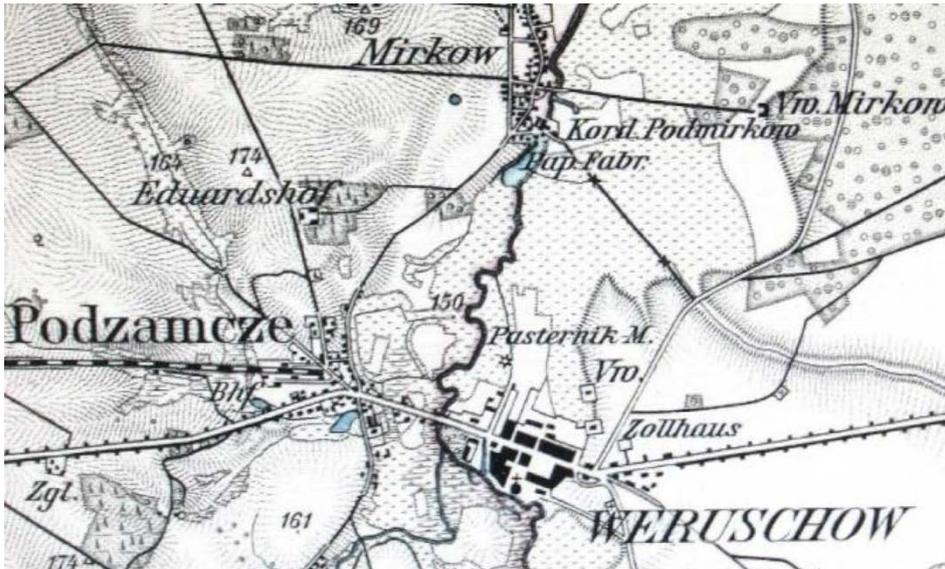
The territory of contemporary Poviats of Wieruszów has always been peripheral in relation to main centers of economic and cultural activity of different regions of Poland and usually located on the borders of administrative regions (Figure 2.1). For many centuries this area has been a private property of many families. The name Wieruszów originates from the Wierusz family coming to this area most probably from Silesia at an unspecified time because there is a huge historical gap between the functioning of the mentioned settlement and the first date with the name Wieruszów to appear in formal documents (1368).

Figure 2.1: The town of Wieruszów on the border of Wielkopolska (Polonia Maior), Śląsk (Silesia) and Małopolska (Polonia Minor) in the 17<sup>th</sup> century<sup>3</sup>



Because of the border location, in Poviats of Wieruszów many important communication routes have always crossed, which caused frequent attacks, looting and smoking of particular settlement units. Also, the studied area faced a few changes of its administrative affiliation. During the time of partitions of Poland, in 1815, as a consequence of the decision of the Congress of Vienna, the border between Prussian and Russian sphere of influence has been established on the river of Prosna. It has split the town of Wieruszów into two parts. The western part called Podzamcze (later Wilhelmsbrück) was incorporated to the Grand Duchy of Poznan in the Kingdom of Prussia and the eastern part, located in Poviats of Kalisz was the part of the autonomous Kingdom of Poland which remained under the Russian Empire (Figure 2.2). In 1816 Wieruszów became a poviat town for several decades. Despite its urban character, it lost city rights in 1870.

Figure 2.2: The Prosna River as the division of Prussian and Russian partitions after 1815 <sup>4</sup>



In 1918 the area returned to the reborn Republic of Poland, and in 1919 Wieruszów regained city rights within newly established Łódź voivodeship. Since 1945, still within the Łódź voivodeship, the area has been developing due to the state-driven industrialization. In 1975 due to the changes in the territorial and administrative divisions, it became a part of Kaliskie voivodeship to be back in the Łódź voivodeship in 1999.

Until the Second World War, the Jewish population was an important social group in Poviát of Wieruszów, but completely destroyed during the German occupation. As there were no post-war mass movements of the population in the area, it is characterized by ethnic cohesion and there are no national minorities.

The location of the County of Wieruszów on the border of different administrative regions with different historical and cultural background and several changes of its administrative affiliation has resulted in an unclear regional identity of its inhabitants. Their local identity and territorial attachment is very strong being an important factor for the social activity and engagement in processes of local development. However when asked about affiliation of this area to wider regional structures, they tend to be confused to choose between the Central Poland (Łódź), Silesia (Wrocław) and the Wielkopolska (Poznań). Also, its border location was very disadvantaged from the perspective of possible functional relations with at least two closest big regional centers of Łódź and Wrocław. The distance and travel time to both of them has always been too long to result in effective socio-economic cooperation. Among main problems one can point at least the impeded flow of new solutions and the implementation of research and development results conducted by R&D units, concentrated in academic cities of Łódź and Wrocław. Mandatory relations had to be maintained with Łódź due to administrative structures and there has always been a strong longing for very dynamically developing Wrocław with its absorbent labor market and a wide range of services.

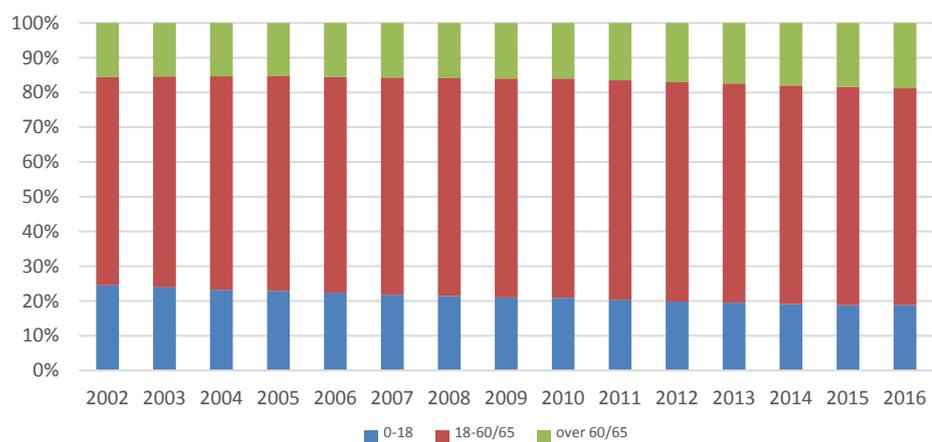
The economic development of the poviát has also been influenced by its location between poviát towns of Kępno and Wieluń, only 10 km away from the poviát's boundaries, which are

twice as large in terms of population and have higher economic potential. This results in the outflow of well-educated staff and the increasing competitiveness for companies from Poviát of Wieruszów.

The decision made in recent years to merge Wieruszow and the whole Poviát of Wieruszów to the S8 expressway connecting Warsaw, Łódź and Wrocław, gave new opportunities for future socio-economic development of this area. Before this investment, there were no economic zones, technology parks, clusters of entrepreneurship and innovation in Poviát of Wieruszów. None of the gminas of the poviát prepared areas for investments or investor incentive policies. Particularly negative impact on the economic development of the poviát had the creation of the Łódź Special Economic Zone, covering 343.5 ha in 13 sub-zones. The range of tax reliefs and other forms of public assistance offered to investors in this area made it difficult to attract investors willing to invest in Poviát of Wieruszów without such support. From this perspective, the S8 expressway became the most important trigger enabling new investments in Poviát of Wieruszów more effective commuting to Wrocław and Łódź for people living in this area. However, still by public transport (buses) it takes 3 hours to get to Łódź and 2 hours to get to Wrocław. There are no train connections with Wieruszów. It is too early to speak about visible effects of S8 expressway driving through Poviát of Wieruszów on its local development, however it has to and is taken into account by local and regional authorities as a strong growth factor of the study area in the long-term perspective.

The demographical situation in Poviát of Wieruszów reflects many tendencies typical for rural areas, especially for these peripheral in relation to big regional centers. The area is shrinking due to the declining population. Young people leaving the area for studies in Łódź or Wrocław rarely return so the area is facing the problem of low birthrate and aging population (Figure 2.3).

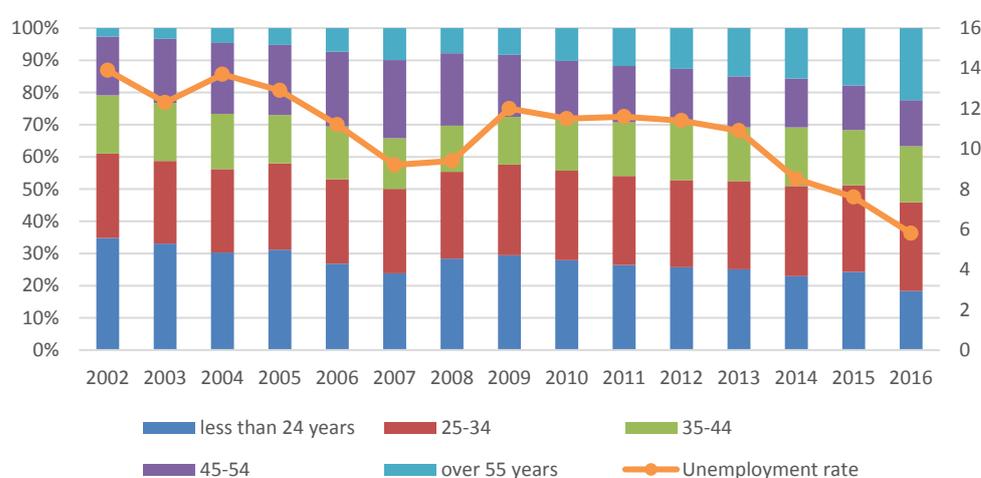
Figure 2.3: Population age structure in Poviát of Wieruszów in years 2002-2014<sup>5</sup>



Unemployment rate is not high as compared to the national or regional averages which might possibly indicate a good economic condition of the area but this situation is a result of high employment in low effective agriculture with predominant small farms or of employment in neighbouring centers outside Poviát of Wieruszów (the closest poviát towns of Wieluń and

Kęпно as well as further Wrocław). As presented on the Figure 2.4, unemployment rate in Poviát of Wieruszów was decreasing since 2004 after the accession of Poland to the European Union as labour markets of EU countries opened for Polish citizens. It increased again in 2008 and 2009 especially among young people to stay at the continuous decreasing trend up to now. In 2016 total unemployment rate in Poviát of Wieruszów was 5,8%, compared to average 8,6% in the whole Łódź voivodeship. However, since it is decreasing among young people – up to 34 years, who are characterized by greater mobility and abilities to move to bigger urban centers, the problem of staying outside the labour market affects mainly those over 55 - immobilized, attached to their place of residence and the local labor market.

Figure 2.4: Unemployment among age groups and unemployment rate in Poviát of Wieruszów in the years 2002-2016<sup>6</sup>

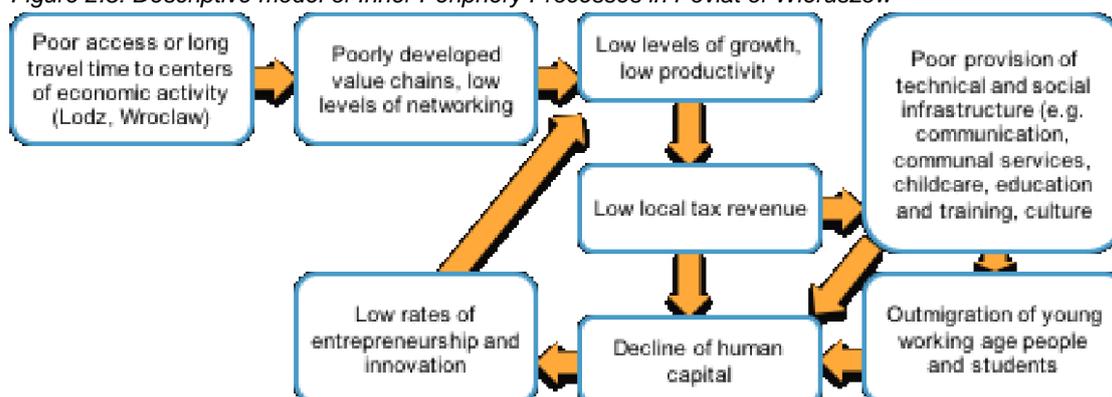


As mentioned above, in point 1.3 of this report, quite good situation on the labor market doesn't correspond with individual incomes of working people which stay at the stable level of about 72% of the national average since 2002, no matter what their occupation is.

Low economic potential of the area is also reflected in low tax revenue of all gminas which result in low investments in the local technical and social infrastructure. Poor condition of local roads, only about 50% of households connected to the sewage system, lack of childcare institutions (no pre-kindergarten), affect living conditions lower than in neighbouring counties and in the whole Łódź voivodeship. However, it must be stressed that since the accession of Poland to the European Union, local authorities of Poviát of Wieruszów and all its gminas have been very effective in gaining external funds for their development.

All the above factors and changing patterns of the socio-economic situation of Poviát of Wieruszów, with particular modifications might be underpinned to the descriptive model of Type 1 Inner Periphery Processes - enclaves of low economic potential (Annex 1). Although the S8 expressway has improved the access of the study area to centers of economic activity, and high absorption of EU Funds by all communes in the poviát available data and fieldworks conducted for the purpose of this research haven't presented clear results yet.

Figure 2.5: Descriptive model of Inner Periphery Processes in Poviát of Wieruszów



Clearly the initial “trigger” of inner peripheralization process of the case study area was the poor access or a long travel time to centres of economic activity, namely Łódź and Wrocław. It resulted in the exclusion of Poviát of Wieruszów from agglomerative advantages. It is true that the local businesses of the poviát has developed mainly on the basis of local raw materials (wood, agricultural products). However, today – under the conditions of the global economy this specialization of particular type of industrial production might become a strong competitive feature of the area. Though, the most crucial problem of Poviát of Wieruszów is the dynamic decline of human capital. Young, well educated people who might have improved networking, knowledge and productivity of the local business do not return to the area when they graduate from universities in Łódź or Wrocław. Therefore, low levels of economic activity and growth have an impact on low local tax revenues, which results in a shortage of finance for local infrastructure development, poor provision of education, and cultural infrastructure, which contribute to the “Human and Social Capital” loop, ultimately further depressing levels of entrepreneurship and innovation, and feeding back into the productivity circuit.

Since 2004 with the wider possibilities of gaining external funds for the regional and local development, local authorities of the poviát and its gminas as well as authorities of the voivodeship try to reverse these trends in the case study area. However, once the cycle has been triggered in this type of inner periphery the process of reversing it is not an easy and fast one.

## 2.2 The case study against the region, country and Europe

According to the Regional Development Strategy of the Łódź Voivodeship, Poviát of Wieruszów was the example of the area located close to the borders of the voivodeship is characterised by low socio-economic potential due to weak linkages with the nearest regional centers and the capital of the voivodeship – Łódź. This negative pattern provides its further peripheralisation and underdevelopment of services outside regional centers (poviát towns).

Wieruszów is also recognized by the Regional Development Strategy of the Łódźkie Voivodeship as the poviát town losing its social and economic functions (one of the type of

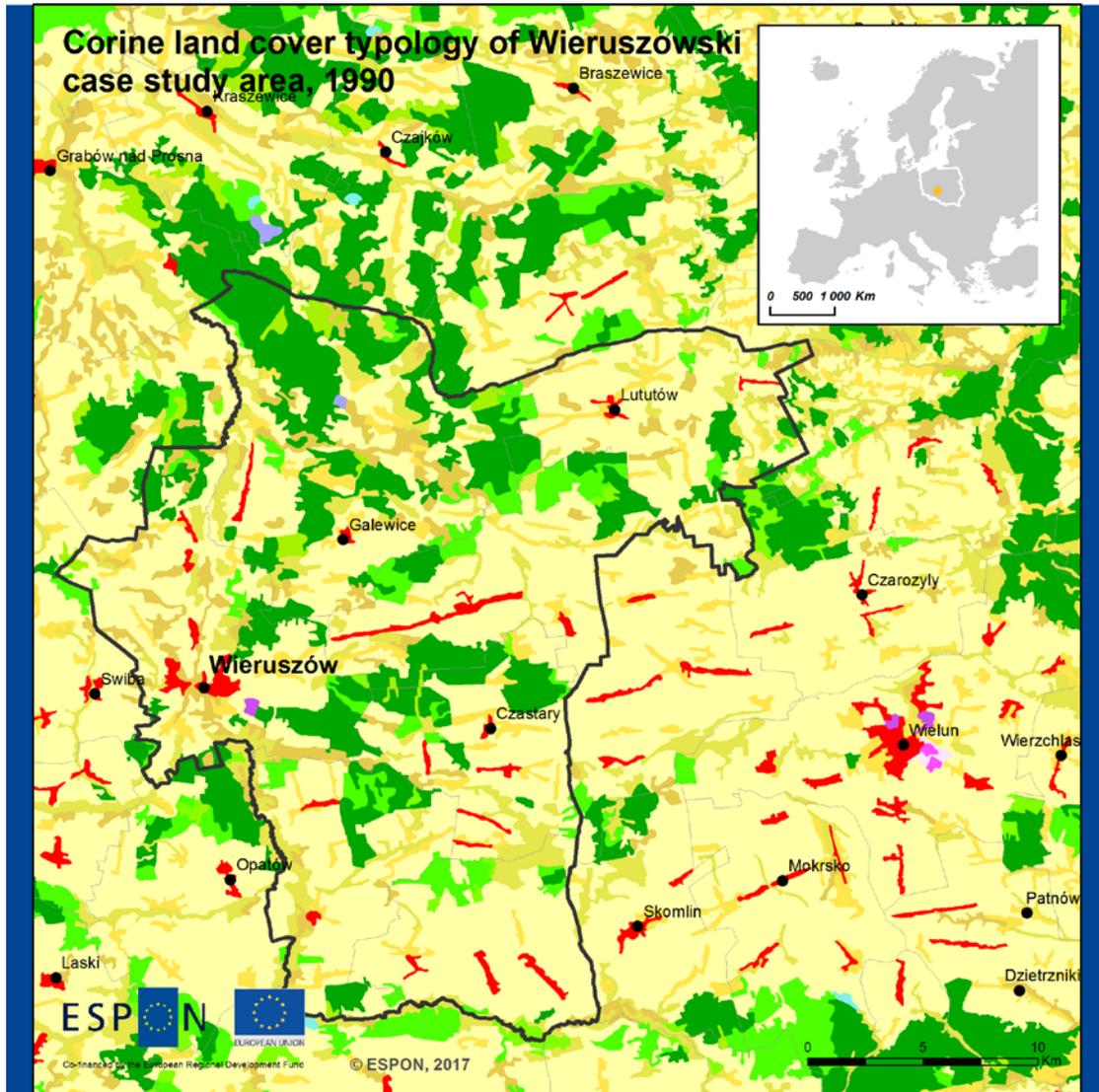
settlement units recognized as the Areas of Strategic Intervention). Poviats towns losing social and economic functions are those that meet 6 of the following criteria:

1. population dynamics 2006-2010 lower than the average for poviat towns within voivodship;  
+
2. dynamics of the number of individuals conducting business activity registered in the REGON register 2006-2010 lower than average for poviat towns within voivodship;
3. dynamics of the number of employed people in 2006-2010 lower than the average for poviat towns within a voivodeship;
4. dynamics of the municipalities' own incomes 2006-2010 lower than the average for poviat towns; +
5. dynamics of the number of unemployed persons 2006-2010 higher than average for poviat towns;
6. number of students per 1 computer with Internet access in primary schools in 2010 higher than average for poviat towns, +
7. percentage of households benefiting from social help in 2010 higher from median for poviat towns,
8. income from taxes per 1 inhabitant in 2010 lower than the value of the third quartile for poviat towns +
9. The number of primary doctors per 1000 inhabitants in 2010 is less than or equal to the value of the third quartile for poviat towns, +
10. the dynamics of housing stock 2006-2010 lower than the average for poviat towns, +
11. The percentage of the population using the sewerage network in 2010 lower than the average for the poviat towns +

### **2.3 Internal structure and disparities inside case study region**

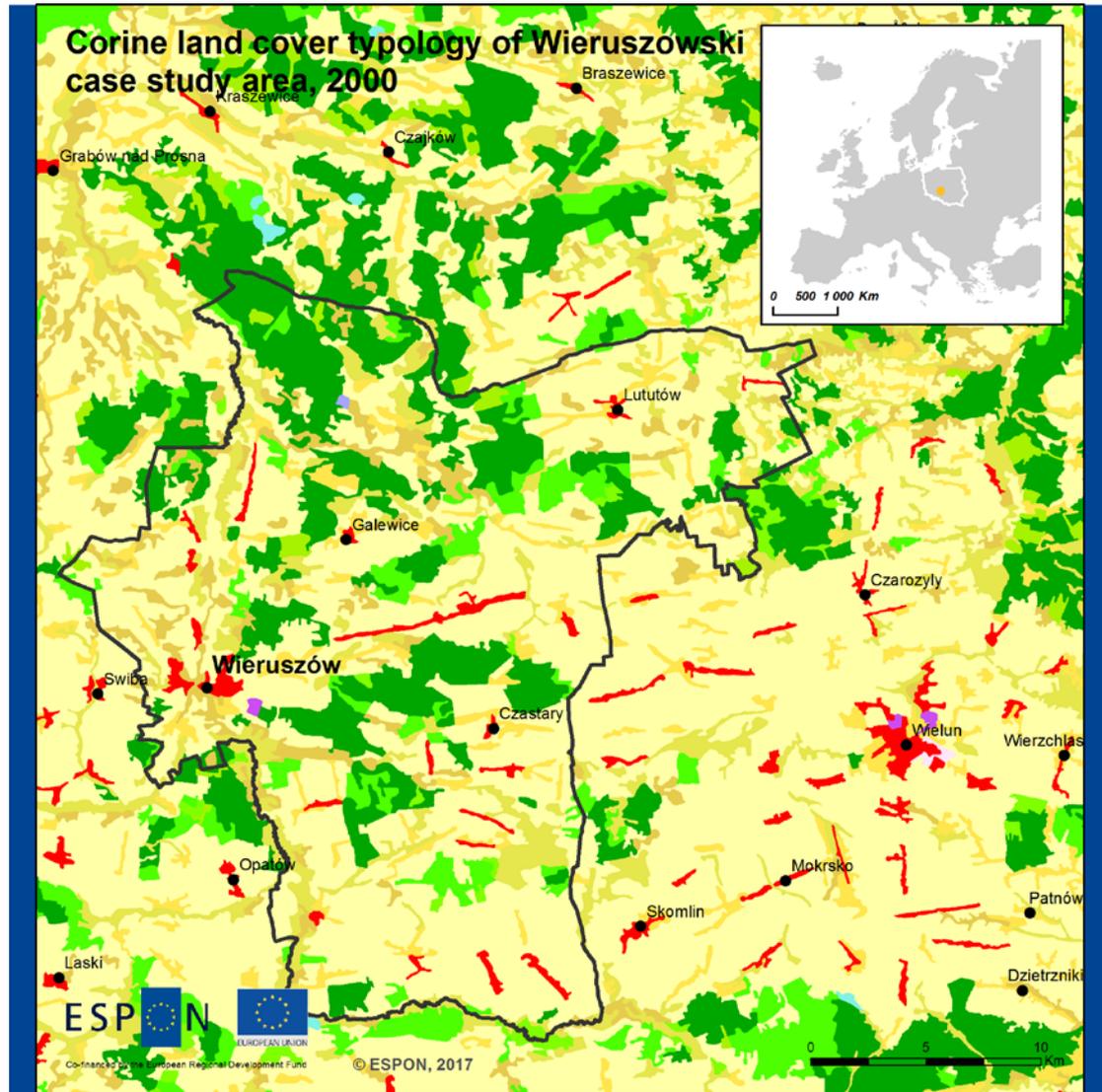
The land use structure of Wieruszowski case study area is stable and mainly agricultural (Map 2.1, Map 2.2 and Map 2.3). Only its northern and central parts are covered with forests. Residential areas and other urban fabric are in general dispersed, but one can see the tendency to their concentration along the main road – especially in central part of the area along national road no E67. Analysing the development over time changes are almost imperceptible. Nature of the changes concerns forestation in northern part of the poviat and slight increase in discontinuous urban fabric ares along main roads – particularly in its southern part.

Map 2.1: Corine land cover typology of Wieruszowski case study area, 1990



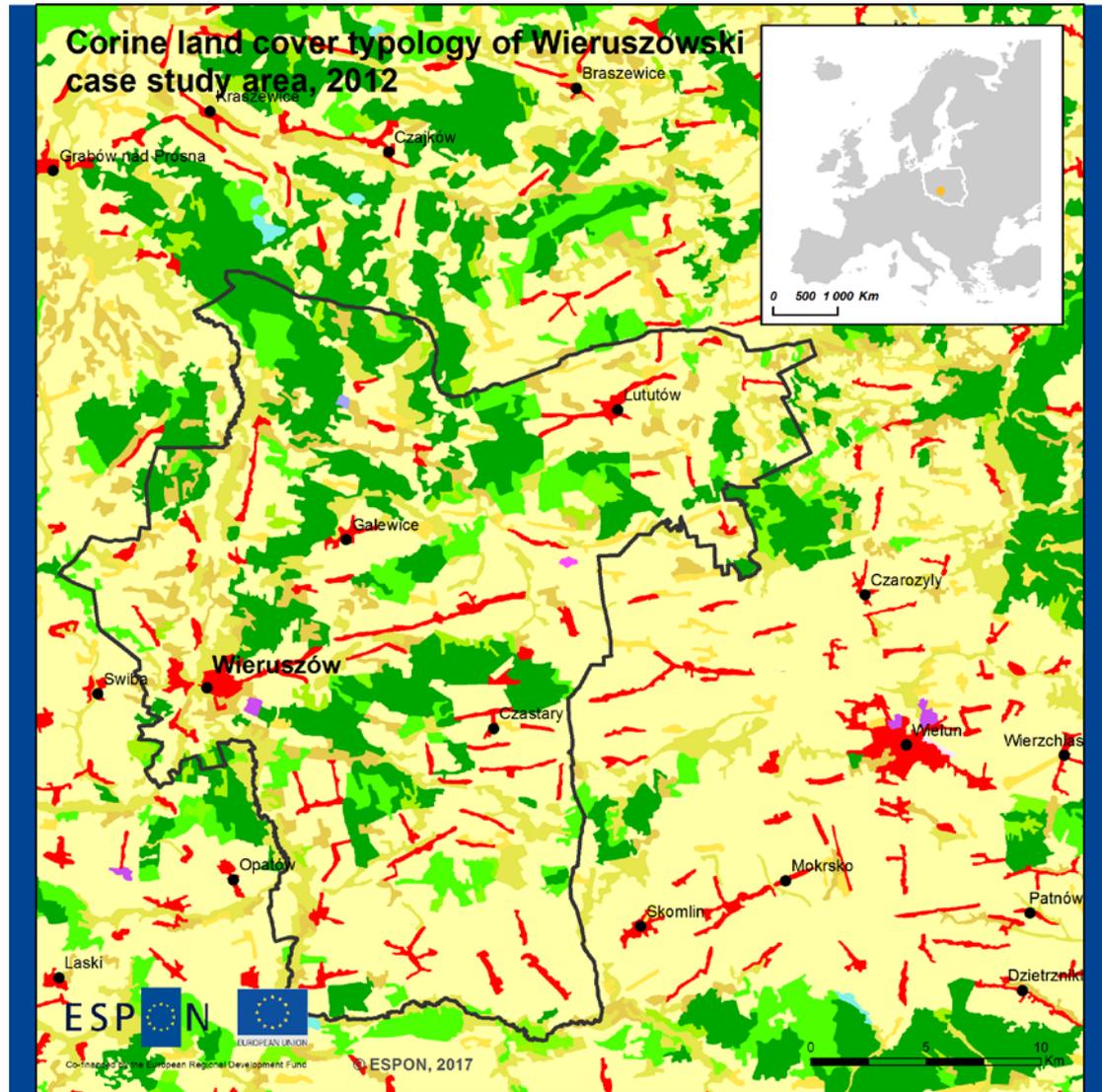
- |                     |  |   |
|---------------------|--|---|
| Wieruszowski Border | 112 Discontinuous urban fabric   | <p><i>Local level: LAU2</i><br/> <i>Source: ESPON Profecy</i><br/> <i>Origin of data: EEA, University of Łódź</i><br/> <i>RRG GIS Database, 2017</i><br/> <i>CC - UMS RIATE for administrative boundaries</i></p> |
| gminas              | 121 Industrial or commercial units   |   |
|                     | 133 Construction sites   |   |
|                     | 142 Sport and leisure facilities   |   |
|                     | 211 Non-irrigated arable land  |   |
|                     | 231 Pastures   |   |
|                     | 242 Complex cultivation patterns   |   |
|                     | 243 Land principally occupied by agriculture, with significant areas of natural vegetation |   |
|                     | 311 Broad-leaved forest  |   |
|                     | 312 Coniferous forest  |   |
|                     | 313 Mixed forest   |   |
|                     | 324 Transitional woodland-shrub  |   |
|                     | 411 Inland marshes   |   |
|                     | 512 Water bodies   |   |

Map 2.2: Corine land cover typology of Wieruszowski case study area, 2000



- |                     |  |  |
|---------------------|--|--|
| Wieruszowski Border | 112 Discontinuous urban fabric   | <p>Local level: LAU2<br/>         Source: ESPON Profecy<br/>         Origin of data: EEA, University of Łódź<br/>         RRG GIS Database, 2017<br/>         CC - UMS RIATE for administrative boundaries</p> |
| gminas              | 121 Industrial or commercial units   |  |
|                     | 133 Construction sites   |  |
|                     | 142 Sport and leisure facilities   |  |
|                     | 211 Non-irrigated arable land  |  |
|                     | 231 Pastures   |  |
|                     | 242 Complex cultivation patterns   |  |
|                     | 243 Land principally occupied by agriculture, with significant areas of natural vegetation |  |
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|                     | 312 Coniferous forest  |  |
|                     | 313 Mixed forest   |  |
|                     | 324 Transitional woodland-shrub  |  |
|                     | 411 Inland marshes   |  |
|                     | 512 Water bodies   |  |

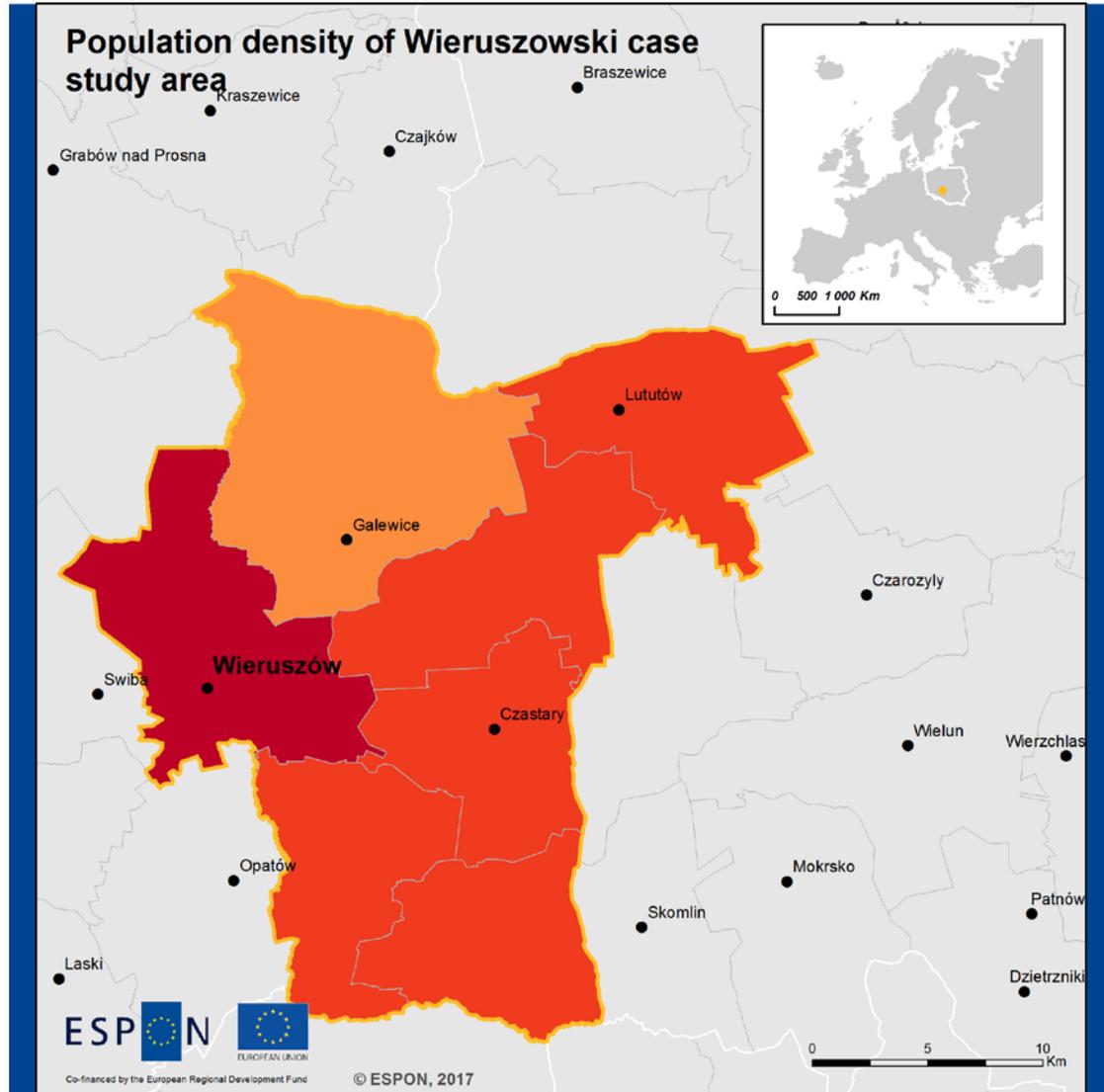
Map 2.3: Corine land cover typology of Wieruszowski case study area, 2012.



- |                     |  |   |
|---------------------|--|---|
| Wieruszowski Border | 112 Discontinuous urban fabric   | <p><i>Local level: LAU2</i><br/> <i>Source: ESPON Profecy</i><br/> <i>Origin of data: EEA, University of Łódź</i><br/> <i>RRG GIS Database, 2017</i><br/> <i>CC - UMS RIATE for administrative boundaries</i></p> |
| gminas              | 121 Industrial or commercial units   |   |
|                     | 133 Construction sites   |   |
|                     | 142 Sport and leisure facilities   |   |
|                     | 211 Non-irrigated arable land  |   |
|                     | 231 Pastures   |   |
|                     | 242 Complex cultivation patterns   |   |
|                     | 243 Land principally occupied by agriculture, with significant areas of natural vegetation |   |
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|                     | 313 Mixed forest   |   |
|                     | 324 Transitional woodland-shrub  |   |
|                     | 411 Inland marshes   |   |
|                     | 512 Water bodies   |   |

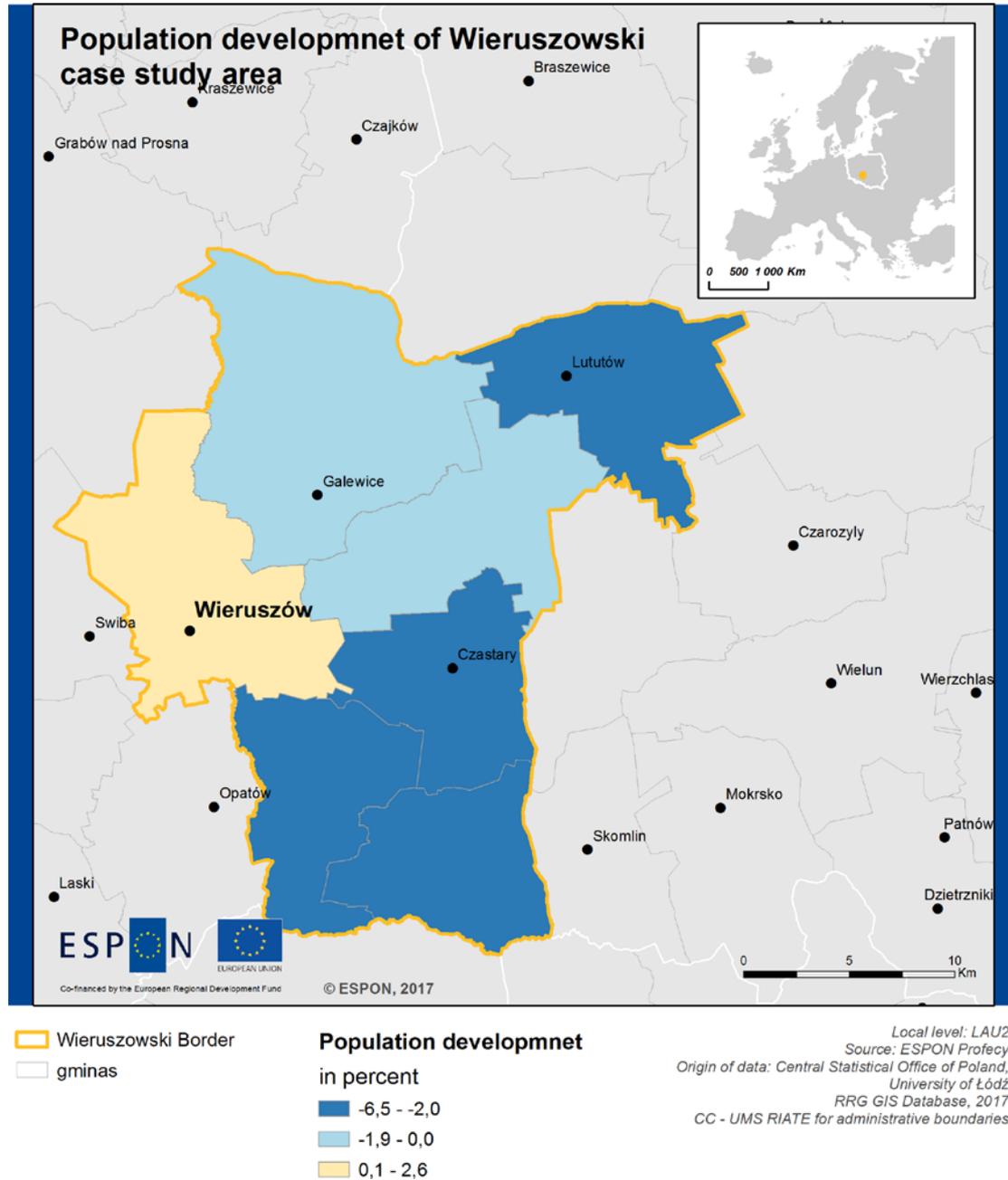
Powiat of Wieruszów consists of 7 gminas with slightly above 42,000 inhabitants and 73 population density per km<sup>2</sup>, which is lower than average for the Łódź voivodship (136.6) and for Poland (123). The highest population density characterizes gmina Wieruszów and the lowest is in gmina Galewice. The rest of the powiat represents average values of population density (Map 2.4). Growing inhabitants number can be observed only in gmina Wieruszów. Other gminas population is shrinking, while much less decline one can observe in central part of the powiat (Map 2.5).

Map 2.4: Population density of Wieruszowski case study area



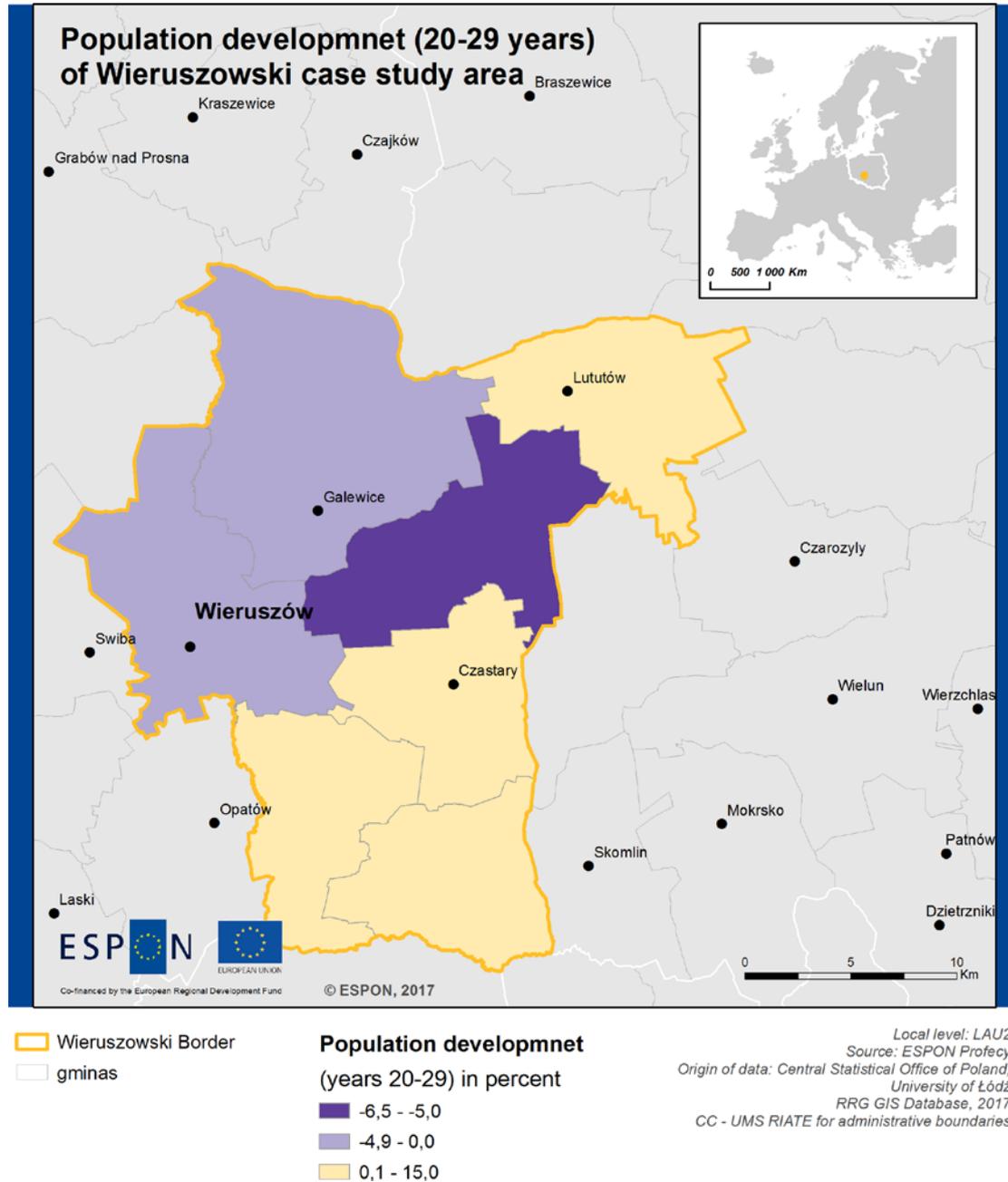
<ul style="list-style-type: none"> <li><span style="border: 1px solid orange; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Wieruszowski Border</li> <li><span style="border: 1px solid gray; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> gminas</li> </ul>	<p><b>Population density</b> (inh./km<sup>2</sup>)</p> <ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f4a460; margin-right: 5px;"></span> 46,0 - 50,0</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #e67e22; margin-right: 5px;"></span> 50,1 - 100,0</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #c0392b; margin-right: 5px;"></span> 100,1 - 148,0</li> </ul>	<p>Local level: LAU2  Source: ESPON Profecy  Origin of data: Central Statistical Office of Poland,  University of Łódź  RRG GIS Database, 2017  CC - UMS RIATE for administrative boundaries</p>
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Map 2.5: Population development of Wieruszowski case study area



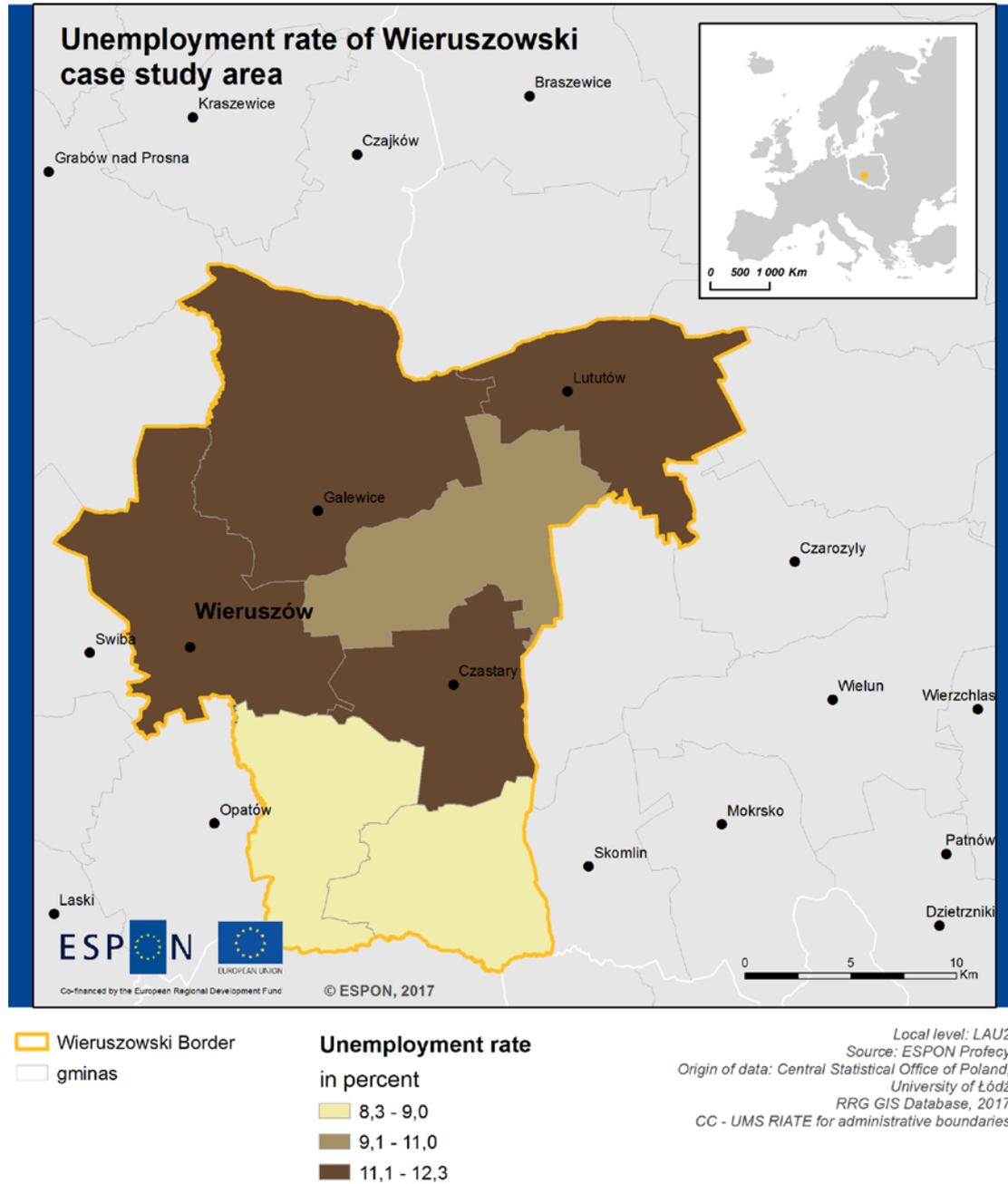
While a decline of 1% of the total population is noticed since 1999, there has been a slight increase in population aged 20-29 in powiat of Wieruszów primarily in rural areas (Map 2.3). The shrinkage regarding the population development of the younger generation is caused by the distance separating Wieruszów from Łódź, Wrocław or Poznań which results in an outflow of people, especially young and well educated to regional centers, now primarily to Wrocław.

Map 2.6: Population development (years 20-29) of Wieruszowski case study area



Unemployment in Poviát of Wieruszów is low, with value around 11% in 2013 which was slightly lower than the Polish average of 13.4%. The lowest unemployment rate characterizes southern gminas of the poviát (see Map 2.4) where agriculture is the most important industry as well as furniture industry. Relatively high unemployment rate in poviát towns is now the challenge for local authorities.

Map 2.7: Unemployment rate of Wieruszowski case study area



## 2.4 The case study as a subject of local, regional and state coping strategies

### 2.4.1. National level

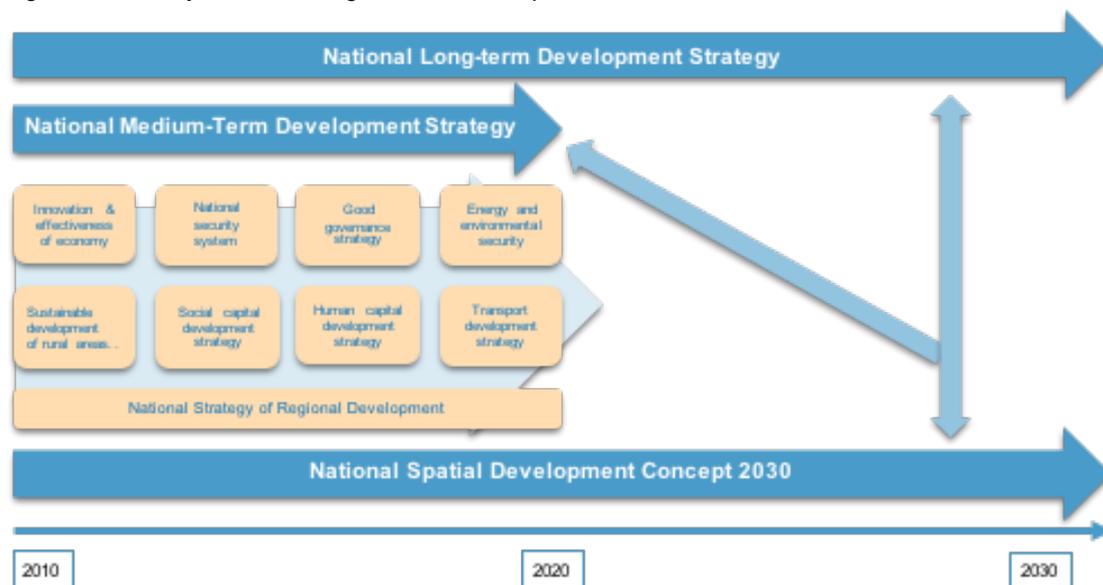
Polish development policy has undergone an important evolution in the last few years. At present, the Polish system of development management is based on an integrated approach to planning and undertaking interventions conducted within the framework of different public policies. It consists of matching interventions at the level of sectors, areas and territories and brings together economic, social and regional elements: it favours a stronger association and coordination of steps taken by various entities at different management levels; it allows measures taken by central agencies to be adapted to regional conditions in a precise manner;

it makes it possible for territories to use their own potential, resources, and knowledge; and it supports the realization of long-term programmes, and not only interventions directed at development challenges. The system of strategic documents implemented in Poland on the national level consists of (Figure 2.6):

- National Long-Term Development Strategy – defining the main trends, challenges and concepts of the country’s development 2030
- National Spatial Development Concept 2030 - represents the spatial framework for development
- National Medium-Term Development Strategy 2020
- Nine integrated, sectoral strategies:
  - 1) Innovation and effectiveness of the economy strategy (Coordinator – the Minister of Economy) – The idea that animates this is reinforcing cooperation and the creation of conditions favouring entrepreneurship, the emergence and implementation of innovation, and also the effective use of the available human, financial, material, and natural resources for the development of Poland.
  - 2) Human capital development strategy (Coordinator – Minister and Member of the Council of Ministers, Chairman of the Permanent Committee of the Council of Ministers) – The aim of this strategy is to increase Poland’s socio-economic competitiveness and cohesion through creating conditions for the fuller use of the potential of the country’s citizens. This strategy points to the most important areas of concentration of interventions in the area of human capital.
  - 3) Transport development strategy (Coordinator – the Minister of Infrastructure) – The principal premise of this strategy is the increase of Poland’s internal cohesion and its optimal linkage with other countries through extension of the rail, road, aerial and water communication networks.
  - 4) Energy and environmental security strategy (Coordinator – the Minister of Economy) – The main aim of this strategy is to guarantee a high quality of life to present and future generations.
  - 5) Good governance (an effective state) strategy (Coordinator – the Minister of the Interior Affairs and Administration) – This strategy provides for conducting structural changes so as to create a management system effectively carrying out the state’s tasks and meeting its citizens’ expectations.
  - 6) Social capital development strategy (Coordinator – the Minister of Culture and National Heritage) – The main premise of this strategy is the strengthening and deepening of social capital among participants in the processes of development.
  - 7) National security system strategy (Coordinator – the Prime Minister) – This strategy concentrates on issues of so-called hard security, i.e. the creation of conditions allowing for measures related to national defence.

- 8) Sustainable development of rural areas, agriculture and fisheries strategy (Coordinator – the Minister of Agriculture and Rural Development) – The main aim of this strategy is the improvement of the quality of life in rural areas and the effective use of their resources and potential (including agriculture and fisheries) for the balanced development of the country.
- 9) National Strategy of Regional Development – regions, cities, rural areas (Coordinator – the Minister of Regional Development) – The significance of this strategy is unique in the system of strategic documents and consists in the territorial integration and orientation of public interventions. This document defines the strategic aim of the national regional strategy involving the effective use of specific regional and territorial development potentials in order to attain the country's development goals.

Figure 2.6: The system of strategic documents implemented in Poland on the national level



Due to the fact that all sectoral strategies are interlinked, when concerning the case study area of Poviát of Wieruszów, due to its predominant rural character and its main challenges, the most direct impact out of all documents from the national level is of the “Sustainable development of rural areas, agriculture and fisheries strategy” which is the basis for the Rural Development Programme and “National Strategy of Regional Development” setting main directions for the regional documents of strategic planning – the “Regional Strategy of the Łódź Voivodeship” and the “Integrated Development Strategy of the County of Wieruszów”.

The main goal of “Sustainable development of rural areas, agriculture and fisheries strategy” is to improve the quality of life in rural areas and the efficient use of resources and potentials for sustainable development, including agriculture and fisheries. The pursuit of the main goal is planned to be accomplished through actions assigned to five specific objectives: 1) Increasing the

quality of human capital, social, employment and entrepreneurship in rural areas; 2) Improving living conditions in rural areas and improving their spatial accessibility; 3) Food security; 4) Increasing productivity and competitiveness of the food production; 5) Protecting the environment and adapting to climate change in rural areas.

The specific actions taking place in the rural areas of Poland aimed at implementing objectives of the “Sustainable development of rural areas, agriculture and fisheries strategy” are driven by the Rural Development Program. The support schemes planned for 2014-2020 programming period will be addressed at small and medium-sized farms to enhance their production potential, which should in turn lead to higher value added. Given the existing agricultural land fragmentation, there is a need for further diversification towards non-agricultural sectors and improved access to agricultural services. Generational renewal is considered to be a key factor influencing the modernisation and competitiveness of farms. Therefore investment support will encourage young people to set up new, modern and competitive farm enterprises. Due to the fragmentation of Polish farms, the small scale of production and difficulties in adapting production to customer demand, there is a need for tools to address these structural shortcomings, for example support for farmers working together in producer groups and participation in quality schemes. The Polish RDP is aimed at all six Rural Development Priorities with the main priority being farm viability and competitiveness (Priority 2): 1) Knowledge transfer and advisory services in agriculture; 2) Competitiveness of agricultural sector; 3) Food chain organisation, including processing and marketing of agricultural products; 4) Restoring, preserving and enhancing ecosystems; 5) Low carbon and climate resilience economy in agriculture and forestry sector; 6) Community-led local development.

It is planned that the total resources allocated to the RDP 2014-2020 in Poland will amount to 13 612 211 428 EUR, including: 8 697 556 814 from the EU budget (EARDP) and 4 914 654 614 EUR from the state budget. Until the end of 2015, in Poviát of Wieruszów, actions on the total sum of 2 692 000 EUR have been implemented.

One of the activities to be implemented under the Rural Development Program for 2014-2020 is LEADER, a European-supported rural development (EAFRD) community-led local development – CLLD. As in Poland it is implemented by Local Action Groups on the basis of the Local Development Strategies, it will be described below – in the point 2.4.3. on Local level coping strategies.

*“National Strategy of Regional Development – regions, cities, rural areas”* is one of the nine documents of strategic development in Poland corresponding to the long-term and medium-term strategies of development of Poland. However, it is unique due to its horizontal and not vertical design so it is linking all other documents. The main instrument for implementation of the strategy is a Territorial Contract coordinating development activities between the state government and the regional self-government based on recognized needs and development priorities of voivodships and development priorities of the country. It is focused on three main goals such as: 1) Enhancing the competitiveness of regions; 2) Building territorial cohesion and

counteracting marginalization processes in problem areas; 3) Creating conditions for effective, effective and partnership-based implementation of territorially-oriented development measures in the perspective of Polish regions, urban and rural areas. The strategy deals with the issue of reconciling the various development interests of the country - related to the competitiveness of the regions and its strengthening at national and international level, and to the exclusion of excessive and both socially and politically unacceptable inter- and intra-regional disparities.

The document introduces areas of strategic intervention (ASI) to which a regional policy is addressed in a particular way. These include both places of concentration of socio-economic development processes within the country and regions, i.e.: main urban centers and their functional areas, as well as places beyond the sphere of influence of those centers - territories with the highest concentration of negative patterns and processes, that require creating or improving conditions of their socio-economic growth. According to the typology set by the National Strategy of Regional Development, Wieruszów is recognised as a strategic intervention area as a powiat town losing social and economic functions and the whole sieradzki sub-region as an area of low attractive for future investments. Actions that the strategy points to as important from the perspective of inner peripheries, which could be implemented for Powiat of Wieruszów, are:

- 1) Increasing transport accessibility within regions (e.g. by improving local transport system according to the National Programme for Reconstruction of Local Roads);
- 2) Supporting the development and importance of regional and local centers (e.g. by supporting investments outside agriculture or utilizing the agricultural potential of the surrounding areas);
- 3) Making full use of the development potential of rural areas, (e.g. by creating institutional conditions for increasing non-agricultural investment in areas with low agricultural competitiveness, and thus for non-agricultural employment, by supporting networks such as consultancies, business incubators, and industrial parks);
- 4) Using territorial specialization in the development processes of these areas (e.g. by developing the cluster of furniture industry or other business networks within the area or in cooperation with neighbouring counties).

#### **2.4.2. Regional level**

The “National Strategy of Regional Development: Regions, Cities, Rural Areas” sets out the objectives of regional policy in reference to individual territories of the country, covering urban and rural areas. There are also 16 regional development strategies which focus on particular voivodeships and their specific needs. They are prepared and implemented by regional self-governments of voivodeships in tight relation to priorities set by national level documents being at the same time basis for the implementation of Regional Operational Programmes – instruments for realization of European Cohesion Policy in the regional dimension.

*“Integrated Development Strategy for the Łódź voivodeship 2007-2020”* is focused on improving internal cohesion of the whole area within three horizontal dimensions: spatial, social and

economic and at the same time it addresses territories of particular character and needs, such as: urban, rural and of areas of specific geographical features (functional areas) which are prescribed as areas of special intervention either in the state-level strategies or in the perspective of the region.

Spatial cohesion of the Łódź voivodeship is defined through sustainable spatial development with effective settlement network internally and externally accessible by well linked transport infrastructure and wisely used natural resources in the region. This objective is being implemented by development of technical and transport infrastructure, strengthening functional relation in the area, supporting revitalisation processes and preserving natural resources and landscape values. Projects already implemented or at least planned for implementation in Poviát of Wieruszów aimed at improving spatial cohesion of this area within the Łódź voivodeship were focused on: 1) Support for highways and expressways, extension and reconstruction of public roads; 2) Support for new terminals, modernization of the transport and communications linkage between logistics centers, cargo airports and economic zones, 3) Development of water and sewage systems, 4) Rationalization of waste management, 5) Creation of a coherent intra-regional system of protected areas in relation to the national system, 6) Linking urban and rural centers into a complementary functional settlement system.

Economic cohesion is understood in the document as the optimal use of development potential in the region, mainly through integrated projects and cooperation networks. Economic cohesion means striving to reduce the existing disparities between the level of economic development of the Łódź voivodeship and other regions in Poland and Europe. Improving economic cohesion at regional level requires the mobilization and strengthening of endogenous potentials, which are often not utilized due to the lack of cooperation between economic partners and local government units. If we take into account regional specialisation of Poviát of Wieruszów (furniture industry, food production), it is a possible potential for applying projects to strive to economic cohesion. However, it also requires a strong focus on the use of knowledge and intellectual capital to give rise to the development of modern and intelligent technologies in key sectors of the region which due to the problem of declining population, mainly the outmigration of the young, working age people from Poviát of Wieruszów, is a great challenge.

In the context of social cohesion, a strategic goal has been set to improve the social activity, with good access to services of general interest enabling social inclusion of excluded groups. This objective is being implemented by developing local communities, their local and regional identity, developing SGIs and improving their accessibility, counteracting economic poverty.

As the Integrated Strategy for the Łódź Voivodeship addresses also to territories of particular character and needs, such as: urban, rural and of areas of specific geographical features (functional areas) which are prescribed as areas of special intervention (ASI) either in the state-level strategies or in the perspective of the region, in relation to Poviát of Wieruszów it responds to the challenges of rural areas and tourist areas of river valleys of Pilica, Warta and Bzura. It is also stated that Wieruszów is one of poviát towns losing their socio-economic functions.

Strategic actions planned to achieve attractive rural areas using their endogenous potential for multifunctional development, set by the strategy focus on:

- 1. Implementation of innovative solutions in agriculture and forestry and supporting groups of agricultural producers.
- 2. Development of organic farming, promotion of local markets, regional products and agritourism.
- 3. Development of small and medium-sized enterprises in the non-agricultural sector.
- 4. Implementation of the Rural Renewal program in the Łódź voivodeship.
- 5. Application of the Code of Good Agricultural Practices.
- 6. Improvement of the accessibility to SGIs, including pre-school education, health care, and cultural and sport services.
- 7. Development of the public transport network of powiat and municipal roads that are important for increasing accessibility.

Among strategic actions focused on tourist areas of river valleys of river Warta, as they cover western gminas of Powiat of Wieruszów, are:

- 1. Actions to develop tourist routes.
- 2. Supporting the efforts to create the image of the area as attractive tourist destination.
- 3. Supporting efforts to improve the condition of forest.
- 4. Implementation of solutions of water and sewage management.
- 5. Actions to increase the availability of external and internal transport.
- 6. Development of functional and spatial links of supraregional dimension (tourist range of Warta).

*"Integrated Development Strategy for the Wieruszow county"* presents areas' opportunities, needs and actions planned for implementation to achieve the development goals within the next few years. They correspond with dimensions of the Regional Development Strategy of Łódź Voivodeship, i.a.: 1) Economic development, 2) Social Cohesion development, 3) Providing spatial order and environmental protection, 4) Developing institutional efficiency of territorial management. Among specific projects planned to be implemented in Powiat of Wieruszów, there are:

- 1. Establishment of the industrial zone along the S8 expressway,
- 2. Establishment of the centre for development and promotion of the region,
- 3. Activation of young people in the area,
- 4. Establishment of the "Senior City" – places for activity of elderly people,
- 5. Establishment of a hiking trail along the river Prosna,
- 6. Air quality improvement programme,
- 7. Construction and modernization of the sewage network,
- 8. Integrated water management program in the Prosna and Warta valleys.

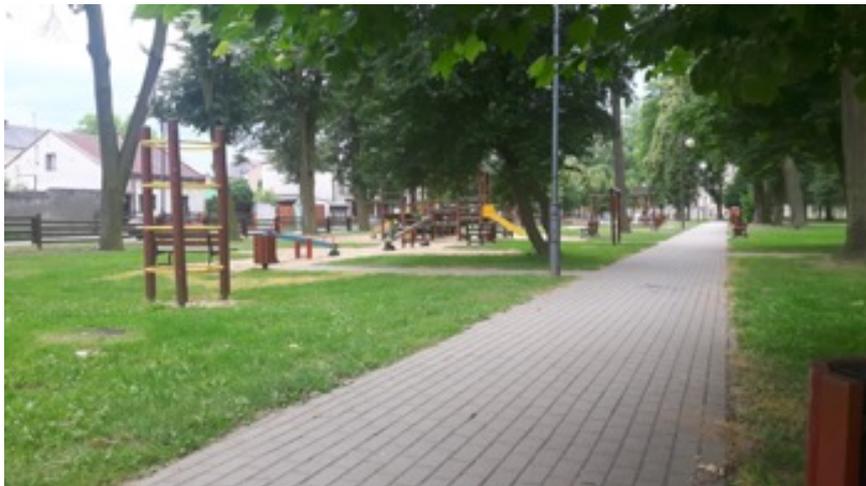
#### **2.4.3. Local level**

*Local Development Strategy* is implemented by the Local Action Group "Between the rivers of Prosna and Warta" associating representatives from 7 local municipalities of Powiat of Wieruszów and 1 local municipality of the powiat of Sieradz: public institutions, local enterprises, social partners and inhabitants after a contract signed with regional self-

government of Łódzkie Voivodeship responsible for implementation and management of particular RDP actions. Objectives of LDS are targeted to achieve the objectives of the RDP, and in particular the M19 action – “support for local development under the LEADER objective”, which is the specific objective 6B “supporting local development in rural areas” under priority 6 “promoting social inclusion, reducing poverty and economic development in rural areas”.

In the years 2007-2013, the main objective for the local development according to the strategy was to develop social and economic activity of inhabitants of the area “between rivers of Prosna and Warta”. Detail objectives focused on: 1) providing better living conditions by improving social infrastructure, developing the cultural, sporting and social activity of the inhabitants and promoting the tourist offer of the region; 2) Supporting and developing entrepreneurship to increase the economic activity of the inhabitants. Local communities implemented a number of projects worth in total 1 210 000 EUR for: modernization of public utility buildings; construction and renovation of recreational, tourist, sport and cultural infrastructure; reconstruction of village centers (eg construction of playgrounds, gyms, repairs of village centers, repairs of pavements); equipment of cultural institutions (eg purchase of musical instruments, folklore costumes, furnishings); organisation of cultural, sport and recreational events; start up and development of business activities; promotion of the area (Figure 2.7).

*Figure 2.7: The local park in the town of Wieruszów as the example of the use of EU funds*



The Local Development Strategy 2014-2020 is a continuation of the previous document implemented between 2007-2013. The main objective is the local development based on local resources and human capital of inhabitants. Detailed objectives focus on: 1) Increasing residents' competencies in using local potential for development of the territorial human capital; 2) Increasing the income by providing earning opportunities for the residents of the area; 3) Increasing the availability of sport, recreational, tourist and cultural infrastructure. Among already implemented or planned projects worth in total 1 420 000 EUR, there are: initiatives for local and personal development; actions aimed at protection and preservation of local heritage; undertaking and developing own business by local residents, construction or reconstruction of recreational, tourist or cultural facilities.

## 2.5 Future scenarios

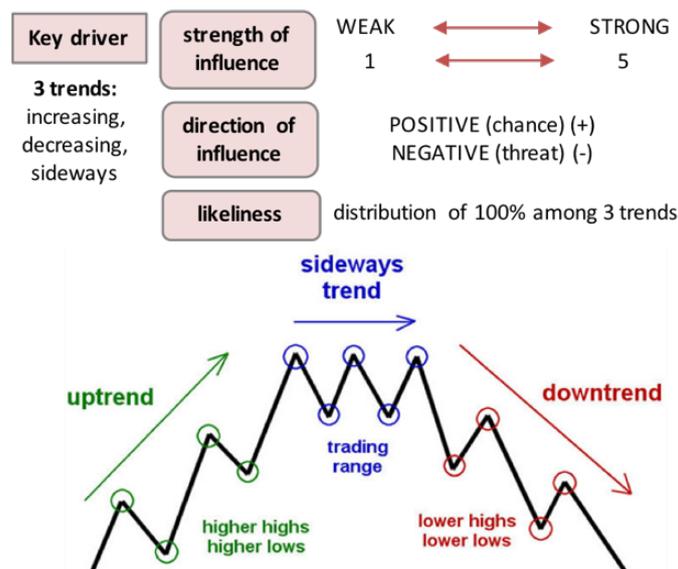
Prospective analysis presented in this part of the report were aimed at answering three main research questions:

- What are the externally and internally driven influences on the problem of inner peripheralisation of a specific locality?
- What are the key drivers for the future development – chances or threats in the context of further peripheralisation processes in the area under investigation?
- What future scenario can be drawn for each case study according to the estimated positive or negative impact and likeliness of possible uptrend, downtrend or sideways of key drivers in chosen localities suffering from inner peripheralisation?

In the PROFECY Project, future scenario is defined as a description of a possible future path of development of chosen case study area. It is not intended to represent a full description of the future, but rather to highlight central elements of a possible future and to draw attention to the key factors that will drive future developments. According to this definition, in the PROFECY Project, future scenario should be considered as “explorative” and/or “descriptive” type as opposed to “normative” scenarios in literature. The main question asked when building explorative scenarios is “What would happen if” and the present is taken as their starting point.

Scenario building was based on the scenario questionnaire and the interview carried with experts and stakeholders listed in the Annex 8 to this report. Scenario questionnaire consisted of four elements: (1) dimensions of inner peripheralisation process, (2) key factors in each dimension, (3) likeliness of particular trend for each key factor within the time range given (next 5 years) and (4) their strength of influence for the future development of the area. Experts were asked to fill a questionnaire specifying on the scale -5 (strong negative impact) to 5 (strong positive impact) and 0 for no impact for a set of factors and drivers of peripheralisation process and the likeliness (distribution of 100% among particular trends) of their impact in the chosen IP region with the indicated power on a possible uptrend, sideways and downtrend (Figure 2.8).

Figure 2.8: The structure of the scenario questionnaire specifying elements to be evaluated by experts



Opinions of all experts have been collected and presented in the Table 2.1 and Table 2.2. to reflect the average assessments of the likeliness of a certain key factor to occur and its strength of influence on peripheralisation of the area in the future. The arrows used in tables represent the most probable trend (or two trends – if the difference between their assessments below 5%) of particular factors as evaluated by the experts. The assessments of experts reveal them to have a common expectation and understanding of the prevailing and future processes.

Due to the experts assessments, the future scenario for powiat of Wieruszów is rather positive than negative. Both, very likely to occur and the most important factors of peripheralization processes attenuation are: increasing national level subsidies, individual income, SGI access, the numbers of well-educated people and numbers of jobs. Sideways development was expected for number of NGOs and the number of residents, but these are also assessed as lessening factors. It is expected by the experts that the current state of ageing and cooperation of local authorities within the region will lead to the peripheralization enhancement in the next five years. These are the only factors that will reinforce the process of peripheralization in the future. The hardly mentioned by local experts as reducing peripheralization processes was the access to information on policy supply at national or regional level.

The results of the scenario questionnaire can confirm the position that experts expect further continuous development of the region with the improved transport system and at the same time better access to SGI. The option that is most likely to show lessening the peripheralization processes is the eminent concern for the demographic situation and further increasing of national level subsidies.

Table 2.1: Results of scenario questionnaire: Probability (next 5 years in %) – Average of all experts' assessments

		Uptrend	Sideways	Downtrend
Number of residents		16,0	49,5	34,5
Ageing		44,3	39,8	16,1
Number of NGOs		39,8	45,2	15,0
Share of well-educated people	 	40,0	45,0	15,0
Number of jobs	 	43,5	38,5	18,0
Individual income		54,0	32,5	13,5
Access to SGIs	 	38,5	39,0	22,5
Development of the transport system	 	31,5	59,0	9,5
Cooperation of local authorities within the region		39,0	45,0	16,0
National level subsidies	 	42,3	45,8	11,8
Access to information on policy supply at national/regional level	 	44,8	43,8	11,3
Access to policy networks/relations		39,3	48,1	12,6

Table 2.2: Influence on peripheralisation [+5 to -5] – Average of all experts' assessments

		Uptrend	Sideways	Downtrend
Number of residents	→	-3,0	-0,9	2,8
Ageing	↑	2,2	0,4	-2,9
Number of NGOs	→	-3,5	-1,0	3,2
Share of well-educated people	↑ →	-3,8	-0,9	3,4
Number of jobs	↑ →	-3,7	-1,3	3,1
Individual income	↑	-4,0	-1,1	3,2
Access to SGIs	↑ →	-3,9	-0,5	3,3
Development of the transport system	↑ →	-3,5	-1,5	2,5
Cooperation of local authorities within the region	→	-3,7	0,4	3,1
National level subsidies	↑ →	-4,2	-1,6	2,8
Access to information on policy supply at national/regional level	↑ →	-2,6	-1,2	2,2
Access to policy networks/relations	→	-3,4	-0,2	2,9

Future scenarios for powiat of Wieruszów development can be also derived from the planning or policy documents, from the interviews with the experts and from the scenario tool that was applied in all interviews to gain insight into the perspectives of experts on future development of the region.

There are few major planning / policy documents that provide insights into future development options as perceived by the local stakeholders are:

- “Integrated Development Strategy for the Wieruszow County” on a district level;
- “Development Strategy of Lodzkie Voivodeship 2020” on regional level;
- “National Strategy of Regional Development” on a state level.

The discussion on the planning and policy documents above reveals that future trends are an important topic in strategy documents at all levels. The local stakeholders perceive these documents as quite important factor for future development, but they also perceive some problems with implementation of projects. On the district level some of the objectives and tasks assigned in the strategy remain outside the direct influence and funding capabilities of the powiat’s administration. Then its role is to act as an inspirer of actions and motivator for local governments. It is assumed to establish a team in charge of efficient and effective implementation of the strategy. The three main documents generally focus on increasing transport accessibility and striving to economic cohesion.

### 3 Discussion

Wieruszów and its neighborhood have always been a local peripheral settlement system in their long history. Significant for today's situation was the incorporation of this powiat into the sphere of influence of the city of Łódź, an industrial center with great growth dynamics in the nineteenth and twentieth centuries. However, the large distance to Łódź, Wrocław and Poznań has created a specific local identity, and thus a sense of peripherality with all its negative but also positive consequences.

Nowadays, the town of Wieruszów and its neighboring gminas perform as peripheral, problematic area, classified as Type 1 of IPs - Enclaves of low economic potential. The distance separating Wieruszów from Łódź, Wrocław or Poznań results in an outflow of people, especially young and well educated to regional centers, now primarily to Wrocław, which is a dynamically growing city in Poland. Although in economic terms it is a zone of influence of regional and subregional centers situated in western Poland, in terms of the impact of regional policies, Wieruszów is connected with Łódź - a regional administrative center. The main challenge is to maintain social and economic functions of the study area which would allow to maintain its development potential and to compete with bordering counties in the Łódź Voivodship (Wieluń) and Wielkopolskie (Kępno). The key problem is not the lack of jobs, but their character and quality, especially in industry and agriculture, which, to a small extent, create competitiveness of Powiat of Wieruszów. Industry, especially local specialization in the manufacture of semi-finished furniture, does not create innovations that could contribute to the rapid growth and the development of innovative complementary activities. The problem is the lack of high technology-based activities that attract highly qualified workers. The newly built S8 expressway is a strong potential trigger for changing the economic profile of the area by creating a strong intermediary center between Wrocław, Łódź, Poznań, Częstochowa and Opole.

The analysis of the opinions of 11 respondents, the majority of whom were inhabitants of the powiat (7) and external experts from the regional level (4), familiar with the problems of peripheral areas, gives a wide explanation of many issues related both to the preservation and attempts to break down the process of the peripheralisation of the area.

Attention should be paid to the basic problems that experts believe are crucial for the socio-economic development of Powiat of Wieruszów as they mainly reflect the situation identified in the statistical data presented and explained earlier (Table 3.1).

Table 3.1: Problems of the poviát identified by interviewees

Problems of Poviát of Wieruszów identified by interviewees	Rresponses
Quality of technical and social infrastructure (roads, SGIs)	6
Connections with centers of economic activity, peripheral location	5
Population ageing, population decline	4
Low quality of natural environment	3
Low intrest of peripheral areas among regional stakeholders	3
Low local tax revenue	2
Lack of important local investments	2
Lack of support for individual farmers	1
Low economic activity of individual farmers	1

In the first place, the respondents pointed out the quality of technical infrastructure. Six people spoke primarily about the condition of local roads, which hinders communication within the study area and with neighboring counties. It also affects the feeling of low quality of life of the local population. Only recently, the construction of the S8 expressway has shortened the distance to large urban centers (Łódź and Wrocław). Thus the disparity between the comfort of the S8 and the transport difficulties existing in the local and regional context is enormous. Improving the quality of local roads will be a long process, and without external support it is impossible to happen. The problem of the low quality of local roads is very closely connected to the often mentioned distance to large urban centers and, more importantly, local and regional connections by means of public transport (Figure 3.1).

Figure 3.1: Bus station in the town of Wieruszów



Despite the construction of an S8 expressway, the location of the poviát away from large urban agglomerations is deeply rooted in the residents' consciousness. The feeling of remoteness is important in assessing the actions of regional authorities of the Łódź voivodeship, which, according to respondents, forget about peripheral areas, their development problems and emphasize the processes of support for large agglomerations. This feeling is very strong in Wieruszów and the surrounding municipalities. Residents feel that they are marginalized not only in relation to large cities, but also that as a small poviát, with lower economic and demographic potential, they have to struggle with better performing neighboring areas. Respondents also pointed out that there is the impact on development opportunities of political support, including the absence of people from the study area in higher political, social and economic institutions. This translates into the outflow of young, well-educated people from the poviát, resulting in a systematic aging population, poor quality of public services, lower entrepreneurship, weaker investment opportunities and lower subsidies to local government budgets.

In addition to the main development limitations pointed by experts, interviews provided a wide explanation of many issues related to the problem of peripheralisation from the perspective of people living there everyday and at the same time are in charge of the direction of socio-economic change in the local scale. Among the many issues raised, we can identify five that describe patterns and processes of inner peripheries in contemporary Poland.

#### 1) Problem of Services of General Interest

This problem is multidimensional. Interviewees have put much attention and clearly emphasized the differences between the access to SGIs and their quality. Generally, in the case of Poviát of Wieruszów, according to respondents, there is a deep belief that there is no problem with the access to services, and the poviát is well equipped with particular SGIs, although recent years have seen the tendency of closing some institutions financed by the state (local self-government), e.g. pre-kindergarden. The main problem is the quality of these services for which the local self-government receives subsidies from the state budget or directly finances it. The most critical task for the poviát's authorities is the provision the health care services, including specialists. However, the quality of some public services, financed by local governments, e.g. education, social care, volunteer fire brigades, is very good, which is a matter of local pride. Interviewees presented a high understanding of the lack of higher level public services such as theaters, institutions of higher education, etc. They understand that their shortage in the local space results from their specialization and thus the placement in higher-rated centers of economic activity.

#### 2) The problem of integration of development strategies and the stability of development visions

Interviewed stakeholders largely pointed to the problem of integration of local development policies within the area and corresponding documents on higher administrative level. As a major obstacle, they have frequently seen the lack of cooperation and agreement between particular gminas at the poviát level and in consequence the lack of strategies and plans that have a real

impact on coherent development of the whole Poviát of Wieruszów. According to interviewees, political stability is also important, as it provides a clear vision of development and enables its consequent implementation, regardless of the changing political arrangements within particular gminas and the whole poviát.

### 3) The problem of competition in peripheral settlement systems and the formation of their functional specialization

Due to the specific location of Poviát of Wieruszów, not only in economic context but also in historical and cultural context, residents of this study area are very emotional about the local competition among neighboring counties. They have underlined clear differences between the development of counties located in the Łódź Voivodship and the neighboring Wielkopolska Voivodship looking for explanation of this situation in historical and cultural factors, especially the higher culture of work in Wielkopolska was emphasized. Interviewees referred to the strongly developed competitiveness of Poviát of Kępno specializing concluding that the strategy of functional specialization of the territory creates opportunities for its more intensive development.

### 4) The problem of using EU structural funds

All respondents emphasized the enormous impact of EU structural funds on the development of the poviát and its particular gminas, after the accession of Poland to the European Union. They think that without external financing, it would be difficult to fulfill many objectives of social and cultural development. However, they have also paid their attention to the unbalanced distribution of EU funds between centers of economic activity and development, especially large cities, and peripheral areas that do not have such strong political impact on the policy-driven allocation of these financial resources.

### 5) The problem of shaping territorial awareness and social trust

Local interviewees (living and working in Poviát of Wieruszów) stressed a strong local identity of its residents resulting from the specific location of the study area on the border of historical regions and local competition between neighboring counties. Despite its low economic potential there is a very strong sense of its distinctiveness of Poviát of Wieruszów among residents. It should be considered as a very important factor in the further development of the area within the wider regional structure. At the same time, it was stressed that there was still a great need to work over the social trust of local communities so that common development objectives of the entire poviát are on the top of particular interests of gminas and institutions.

Finally, as processes and patterns of the socio-economic development of Poviát of Wieruszów have been considered from different perspectives – i.e.: formal materials (mainly regional and local statistics) and individual perceptions of regional and local experts, it was possible to distinguish economic and socio-cultural context of inner peripherality in this case. In the economic context, attention is paid to the process of growth and the location of development (concept of center - periphery). There is a clear preference of large centers of

economic activity while peripheries loose and are exposed to the innovation produced elsewhere. In a cultural context, however, the periphery should be considered as a specific lifestyle and a kind of social and territorial identity built on strong local values. Thus, peripherality can not then be interpreted in unilateral categories of economic delay and problem areas. Peripherality should be also translated as cultural potential, social and territorial roots, a set of specific family and community-driven traditional values.

## 4 Conclusions

Powiat of Wieruszów is a very good example to study the problem of inner peripheries and its relation to contemporary problems of social and economic development. This area has always been peripheral in the regional scale, but in different times it has been defined by various triggers and drivers.

The contemporary social and economic position of Powiat of Wieruszów is primarily marked by 15 years of a difficult transformation from a centrally planned economy to a market economy, from a totalitarian to a democratic system. The development of entrepreneurship and local self-government are the most important achievements. Poland's accession to the European Union and the opening up of social and territorial systems to global flows have settled this peripheral area in the new conditions of economic development. The key factor for overcoming the development limitations of Powiat of Wieruszów is the inclusion of this territory in the national and European (also global) circulation of people, goods and information, which is possible with the modern infrastructure. In the case of Powiat of Wieruszów the newly established S8 expressway has become an important element in improving the quality of life of people living and working in the area, yet it is too early to assess the impact of this investment on local development. In spite of the improvement in transport traffic (shortening travel time), the district will still operate on the fringe of influence spheres of large urban agglomerations, especially Wrocław and Łódź, and face major development challenges, in particular: providing good quality of SGIs, improving the labor market and absorbing external funds for investment, especially in terms of improving the quality of local infrastructure.

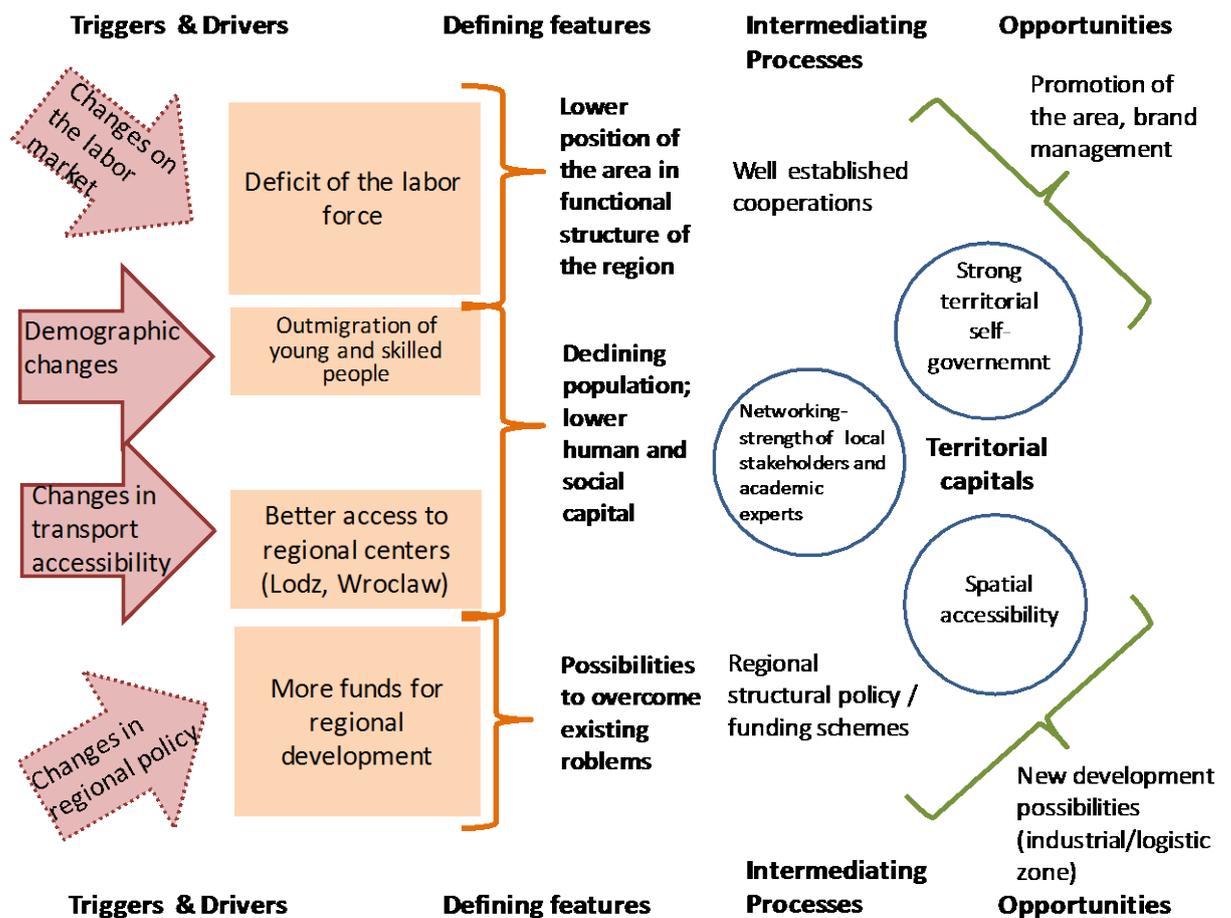
The major contemporary triggers and drivers for the future development include:

- changes in the labor market, especially in the creation of jobs in innovative activities, which require high skilled workforce. Without these changes it will be difficult to stop the outflow of young and well-educated people;
- demographic change, mainly the decline in the pre-working and mobile working population, which corresponds to lower reproduction rates and the outflow of young people to large agglomerations and abroad;
- changes in transport accessibility due to improvement of the Polish road infrastructure, in particular through the construction of a network of motorways and express roads; Large investments are still needed in improving the quality of regional and local roads;
- changes in regional policy, especially in conditions of allocation of EU funds, which play an enormous role in improving technical infrastructure, public services and quality of life (Figure 4.1).

The key role in breaking the economic periphery, especially in the improvement of the employment structure, has the development of entrepreneurship, both in terms of acquiring large investors as well as in developing medium and small enterprises run by people from the

local communities. Innovative activities supported by external funding should play an important role here. The development success of the entire Poviát of Wieruszów will not be achieved without cooperation between local governments, both in the horizontal perspective (e.g. integrated territorial investments of municipalities) as well as in the vertical perspective, between the poviát and authorities in particular gminas. Although the atmosphere and effects of cooperation can be considered good in the study area, it is certainly a challenge to continue building social capital, including social trust, which should lead to a clear and stable future vision of the poviát in spite of changing external and internal conditions of its development. Cooperation of local governments and stakeholders at different levels, improvement of accessibility of the entire poviát and the town of Wieruszów city, should contribute to new investments and further promotion of the area. Inner peripherality, as the position between large centers of economic activity, is an objective feature and Poviát of Wieruszów will always be peripheral in that sense. It is important, however, that with the further improvement of the quality of life in the study area, perception of this periphery by its inhabitants reflects the pride of the place, the lack of development complexes shaping strong territorial capital of Poviát of Wieruszów.

Figure 4.1: Visualisation of triggers / drivers / defining features of Poviát of Wieruszów



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## Annex 1: Table Ia: Introductory data

1	Identification of case study area of Powiat wierzowski (Poland)	
1.1	Administrative regions involved (eg. for Germany: Länder & Regierungsbezirke)	<b>Regional level:</b> Lodz voivodeship (NUTS 2) Powiat wierzowski (LAU2) <b>Local level:</b> Gminy (LAU1)
1.2	Name and ID of the NUTS-3 areas that are (partly) covered by IP area	Podregion sieradzki PL116
1.3	Size of IP in km <sup>2</sup> (and national average IP size)	577 sq km
1.4	Classification of concerned NUTS-3 area according to urban-rural typology as developed by DG AGRI and DG REGIO	Predominantly rural
1.5	Names of the regional centres within the IP:	the town of Wieruszów
2	Delineation outcomes	
2.1	IP according to Delineation 1 (Travel time to Regional Centres) y/n	N
2.2	IP according to Delineation 2 (Economic potential interstitial areas) y/n	Y
2.3	IP according to Delineation 3 (Areas of poor access to SGI) y/n	N
2.4	IP according to Delineation 4 (Depleting area index) y/n and % of area coverage; brief qualitative description of the situation	N
2.5	Type of IP according to PROFECY delineation-typology	Type 1

**Annex 2: Table Ib: Exploratory data**

No.	Issues	Case Study	Region	State
3				
3.1	Population density per km <sup>2</sup> (2013)	73	138	123,1
3.2	Total population (2013)	42 260	2 513 093	38 495 659
3.3	Population development (1999-2013)	-1,00		
3.4	Population development age 18-30, (1999-2013)	1,12		
3.5	Old age dependency ration (2013)	27,6%	33%	29%
3.6	Gender Imbalance (2013)	102	110	107
3.7	Ethnic composition (2013)	No data	No data	No data
4				
4.1	Growth measured as GDP per capita in PPS (2013)	45% (EU28=100)	55% (EU28=100)	67% (EU28=100)
4.2	Unemployment rate (2013)	10,9%	14,4%	13,4%
4.3	Youth unemployment rate (2013)	8,9%	9,4%	9%
4.4	Main economic basis: Share of employees per sector (2013) (agriculture, industry, services) if possible in more detail and with time series	35,6% 41,3% 23,1%	19,4% 27,4% 53,2%	17,1% 26,3% 55,6%
4.5	Development of the economic situation in the past (dominant industries, major breaks etc.; please describe in a few sentences)	Wood industry, furniture, food production (meat)	Textile industry – 19 <sup>th</sup> -20 <sup>th</sup> c., major break – 1990s. Today – household appliances, construction chemistry, textiles	
4.6	Share of tertiary educated people (according to ISCED, 2013)	10,6%	16,7%	17,5%
4.7	Forms / Amounts of received financial transfers	150 mln EUR		
4.8	Virtual Accessibility (Next-generation network (NGN) coverage in %, 2013)	No data		
4.9	Virtual SGI provision (local government initiatives / support of virtual services) (please describe in a few sentences)	ERDF Project 'the Gateway to the Lodz voivodeship' focused on better acces to virtual services of local and regional administration		

**Annex 3: Table II. Policies and programmes**

Types of policy/programme	Duration of participation (period of implementation)	Objectives related to the study area	Type of project implemented in the study area	Financial expenditures in the study area
Regional/Cohesion policy "National Strategy of Regional Development"	2010-2020	I.Competitiveness, II. Cohesion, III. Effectiveness in relation to rural areas  According to the typology set by the National Strategy of Regional Development, Wieruszów is recognised as a county town losing social and economic functions (strategic intervention area).		No specification
"Development Strategy of Lodzkie Voivodeship 2020"	2007-2020	I.Spatial cohesion Effective settlement network internally and externally accessible by well linked transport infrastructure	1.Support for highways and expressways, extension and reconstruction of public roads 2. Support for new terminals, modernization of the transport and communications linkage between logistics centers, cargo airports and economic zones 3. Development of water and sewage systems, 4.Rationalization of waste management, 5. Creation of a coherent intra-regional system of protected areas in relation to the national system 6. Linking urban and rural centers into a complementary functional settlement system	No specification
		II.Also, there is a set of actions focused on rural areas, which are predominant in the county of Wieruszów.	1. Development of innovative agriculture and non-agricultural forms of economic activity, 2. Improving the access to public services, 3. Improving human and social capital, 4. Reduction of poverty and social exclusion, 5. Ensuring good communication and infrastructural accessibility.	

<p>"Integrated Development Strategy for the Wieruszow county"</p>	<p>2014-2020</p>	<p>I.Economic development II.Social Cohesion development III.Providing spatial order and environmental protection IV.Developing institutional efficiency of territorial management</p>	<p>1.Establishing the industrial zone 2.Establishing the centre for development and promotion of the region 3.Youth activation 4.Establishing a Senior City 5.Establizshing a hiking trail along the river Prosna 6.Air quality improvement programme 7.Construction and modernization of the sewage network 8. Integrated water management program in the Prosna and Warta valleys</p>	<p>The document specifies only potential financial sources but does not provide any information on the estimated expenditures for each project</p>
<p>Specific policy measure financed by the Operational Programme (ERDF, ESF) Policies implemented within the Regional Operational Program for the Lodzkie Voivodeship are financed by European Social Fund (ESF) in 28,1% and European Regional Development Fund (ERDF) in 71,9%.</p>	<p>2014-2020</p>	<p>Economic promotion of the region (ERDF)  Social cohesion (ESF)  Vocational education (ESF)  High quality education (ESF)</p>	<p>Development and economic promotion of the Wieruszów Commune through participation in trade fairs and missions to Brazil. Activation of people over the age of 29 who are unemployed in the Wieruszów county Comprehensive development program of vocational school in Wieruszów Comprehensive development program of agricultural school in Lututow Development of pupils' competences by increasing the quality of educational offer of schools in the Wieruszów Commune Academy of Pre-primary Education in Galewice Commune</p>	<p>645 750 zł (153 000 EUR)  4 146 147 zł (988 000 EUR)  1 554 000 zł (370 000 EUR) 982 325 zł (233 400 EUR) 935 032 zł (222 626 EUR)  237 862 zł (56 634 EUR) total: 8 501 116 zł (2 024 075 EUR)</p>
<p>Transnational/ interterritorial cooperation</p>				
<p>Other initiatives "Integrated Strategy for Promotion of the Wieruszow County"</p>	<p>2016-2020</p>	<p>I.Developing a strong brand of the recognizable district against the background of the Lodzkie Voivodeship and an important distinguishing feature of the Lodz region on a national scale II. Economic promotion of the Wieruszow county</p>	<p>Short-term projects, medium-term projects, long-term projects focused on activities promoting the district</p>	<p>The document specifies only potential financial sources but does not provide any information on the estimated expenditures for each project</p>

		III. Promotion of tourism, recreation, sports and cultural values IV. Involving residents to build a strong brand image		
Rural Development programs (EARDF) Rural Development Programs in Poland are designed to implement the "Integrated Strategy of Development of Agriculture and Fishing"	2014-2020			
Specific policy measure financed by the RDP I. Development of basic services and rural renewal – actions reserved only for local municipalities or inter-municipal cooperations, local institutions II. Actions undertaken by individuals (farmers, entrepreneurs)	2014-2020	The main objective of the different actions undertaken within RDP is to improve the competitiveness of agriculture, sustainable management of natural resources and territorial development of rural areas; problems of climate change.	I. -Modernization of six roads (or their parts) managed by municipalities (5) or the county (1) located in the county of Wieruszów; - Developing services of general interest and related facilities for the rural population II. - Investment in fixed assets of individual farms, - ecological farming, - development of farms and business activity	4 761 617 zł (1 200 000 EUR)  1 548 805 zł (390 000 EUR)  4 407 108 zł (1 102 000 EUR)
Leader initiative Local Action Group "Between the rivers of Prosna and Warta"; Local Development Strategy	2007-2013	Main objective: Developing social and economic activity of the inhabitants Detail objectives: 1. Providing better living conditions by improving social infrastructure, developing the cultural, sporting and social activity of the inhabitants and promoting the tourist offer of the region. 2. Supporting and developing entrepreneurship to increase the economic activity of the inhabitants.	1. Modernization of public utility buildings; 2a. Construction and renovation of recreational, tourist, sport and cultural infrastructure; 2b. Reconstruction of village centers (eg construction of playgrounds, gyms, repairs of village centers, repairs of pavements); 3. Equipment of cultural institutions (eg purchase of musical instruments, folklore costumes, furnishings); 4. Organisation of cultural, sport and recreational events; 5. Start up and development of business activities;	477 000 zł (120 000 EUR) 2 954 000 zł (750 000 EUR) 104 000 zł (26 000 EUR) 780 000 zł (195 000 EUR) 491 000 zł (123 000 EUR) 7 000 zł (2 000 EUR)  total: 4 813 000 zł (1 210 000 EUR)

			6. Promotion of the area	
	2014-2020	<p>Main objective: Local development based on local resources and human capital of inhabitants.</p> <p>Detailed objectives:</p> <ol style="list-style-type: none"> <li>1. Increasing residents' competencies in using local potential for development of the territorial human capital.</li> <li>2. Increasing the income by providing earning opportunities for the residents of the area.</li> <li>3. Increasing the availability of sport, recreational, tourist and cultural infrastructure</li> </ol>	<p>1a. Initiatives for local and personal development;</p> <p>1b. Protection and preservation of local heritage;</p> <p>2. Undertaking and developing own business by local residents</p> <p>3. Construction or reconstruction of recreational, tourist or cultural facilities</p>	total 5 700 000 zł (1 420 000 EUR)
Other initiatives				
National/regional/local schemes (own funds)				
The Regional Martial Office Funds for local development (participatory budget)	Since 2016	<p>Main aims of the action:</p> <ul style="list-style-type: none"> <li>- supporting and promoting local community initiatives and activities;</li> <li>- developing civic awareness and local identities, integrating local communities, and identifying local needs.</li> </ul>	<p>2016: 61 projects aimed at: constructing playgrounds, outdoor gyms, repairing sport facilities, organizing dance and culinary workshops, festivals, historic picnics, integration trips.</p> <p>2017: 182 projects in 120 communes</p>	<p>2016: 300 000 zł (75 000 EUR)</p> <p>2017: 900 000 zł (225 000 EUR)</p>
Program aimed at of lifestyle-related illnesses in the area of the county of Wieruszów (Norway Grants, national budget of Poland)	2015-2016	<p>Main aims of the action:</p> <p>Reducing social inequalities in health and reducing the number of lifestyle-related illnesses in the area of the county of Wieruszów</p>	<p>Consultations in cardiovascular diseases</p> <p>Health picnics</p> <p>Medical points during outdoor festivals</p> <p>Workshops for schools focused on healthy diet.</p>	2 172 852 zł (543 213 EUR)

**Annex 4: Table III. Governance structures**

Governance structures	Role of local actors in the process of			
Types of policy/programme	Strategy design	Composition of the partnership involved in the project	Project implementation	Project financing and control
Regional/Cohesion policy				
“National Strategy of Regional Development”	One of the 9 documents of strategic development in Poland corresponding to the long-term and short-term strategies of development of Poland. However, it is unique due to its horizontal and not vertical design so it is linking all other documents.	The entity responsible for defining and achieving the objectives of the strategy is the Ministry of Development. Apart from the minister responsible for regional policy, the key actors are the Voivodship Boards and the Marshals as representatives of the voivodship self-government.	The main instrument for implementation of the strategy is a Territorial Contract. The Coordination Committee for Development Policy is also important in the implementation of the NSRD.	EU Funds, state budget, budgets of self-government units Strategy monitoring system involves such institutions as: National Statistical Office, National Office of Geodesy and Cartography, national and regional territorial observatories.
“Development Strategy of Lodzkie Voivodeship 2020”	The entity responsible for development strategy of each voivodeship is a voivodeship self-government board. However, the process of preparation of the documents involves a wide board of scientists	The entity responsible for defining and achieving the objectives of the strategy is the voivodship self-government. It is the principal coordinator and organizer of the strategy implementation process which includes also a wide range of other public entities: local government units, business, economic and professional self-governments, NGOs and residents of the region, education sector, scientific research, international organizations and regions of other states.	One of the main instruments for the implementation of the strategy is the territorial contract as a tool for coordinating development activities between the state government and the regional self-government based on recognized needs and development priorities of voivodships and development priorities of the country.	Internal funds allocated to the implementation of the strategy from the budgets of local government units should oscillate from 17.1 billion zł in the conservative variant to 22.4 billion zł in the optimistic variant. External funds include: funds from the state budget EU funds and funds from international financial institutions, plus additional special funds (e.g. Norway Grants). It is estimated that the Lodzkie voivodeship will receive 15.2 billion zł in the conservative variant and 19.6 billion zł in the optimistic variant, from EU funds.
“Integrated Development Strategy for the Wieruszow County”	The strategy design was a participatory process and included a series of regular meetings conducted by a	The team coordinated by the Leader of the county of Wieruszow, consisting of scientific board	Authorities at the level of Wieruszow County act as coordinators and organizers of the strategy	Entity responsible for monitoring and control of the strategy implementation will

	team of scientific experts from the University of Lodz with representatives of the Wieruszów County and local municipal government units	(representatives from the University of Lodz); Representatives of the District Office in Wieruszów Representatives of municipal self-government units from the area of Wieruszów County; Representative of the District Road Administration in Wieruszów	implementation process; responsible for initiating the indicated projects as well as directly executing certain investments. However, some of the objectives and tasks assigned in the strategy remain outside the direct influence and funding capabilities of the county's administration. Then its role is to act as an inspirer of actions and motivator for local governments. It is assumed to establish a team in charge of efficient and effective implementation of the strategy.	be a Regional Territorial Observatory. On-going assessment of the strategy's implementation its effects constructed by a strategic data bank about the processes taking place in the Wieruszow county and its surroundings. The data bank consists of quantitative and qualitative indicators that track the pace and progress of strategic tasks and achieve development goals. For the effective evaluation of the implementation of the strategy, the progress and implementation of the intended tasks, and above all the effects of the undertaken actions, a team in charge of monitoring the strategy is aimed to be established.
Specific policy measure financed by the Operational Programme (ERDF, ESF)	Development Strategies are the basic documents that enable local and regional administrative units to apply for EU support, namely: for the ERDF, the ESF, the Cohesion Fund for Regional Development.  In Poland, there are: "The long-term strategy for the development of Poland" (time range of 15 years); "The medium-term strategy for the development of Poland", "The National Strategy of regional development" and "Development Strategies for all 16 Voivodeships" (all with the time range of 4-10 years in relation to the programming periods of the EU). Each of 16 voivodeships has also a Regional Operational Program dedicated especially to its needs. Actions implemented within ROPs are co-funded by ERDF and ESF.		Ministry of Development is responsible for the implementation of policies financed by EU Funds. Responsibility for the distribution and control of funds is divided among many institutions. The managing authority for national programs and territorial cooperation programs is the Ministry of Development, for each of the regional programs - the board of the voivodship. The managing authority of a program may delegate some of its competences to another institution. Intermediary body, which in turn can transfer some of its tasks to implementing institutions. Implementing institutions are often the closest institutions cooperating with beneficiaries, accepting applications for co-financing and signing contracts for implementation of projects.	
Transnational/interterritorial cooperation				
Other initiatives				
"Integrated Strategy for Promotion of the Wieruszow County"	It is a document corresponding with the "Integrated Development Strategy for the County of	The local self-government plays a key role in the	Implementation of the Strategy within the marketing plan for the county of Wieruszów	It is recommended to report every action undertaken to promote the area and to

	Wieruszów" and also the effect of a diagnostic survey and then workshops conducted with inhabitants, entrepreneurs, farmers, workers of NGOs...	implementation of the strategy.	including short-term projects, medium-term projects and long-term projects.	monitor effects of all projects every 3 months.
Rural Development programmes (EARDF)	The program is integrated into the overall development policy of the country. It is designed to fulfil the "Integrated Strategy of Development of Agriculture and Fishing" which is one of the 9 documents of strategic development in Poland corresponding to the long-term and short-term strategies of development of Poland.		The entity responsible for the program management is the Minister of Agriculture and Rural Development. Program activities are implemented by the Agency of Development and Modernization of Agriculture and voivodship self-governments. It is planned that the total resources allocated to the RDP 2014-2020 will amount to 13 612 211 428 EUR, including: 8 697 556 814 from the EU budget (EARDF) and 4 914 654 614 EUR from the state budget.	
Specific policy measure financed by the RDP				
Leader initiative "Between the rivers of Prosna and Warta"; Local Development Strategy	Local Development Strategy (LDS) is a document that forms the basis for activities undertaken by the Local Action Group (LAG) under the Rural Development Program. The nature of the LDS is to indicate the direction of development of the area covered. The main goal of the strategy is to seek and define these directions. It is corresponding with the "Development Strategy of Lodzkie Voivodeship".	Local Action Group (LAG) - a type of territorial partnership that brings together representatives of local organizations (from the public, private and non-governmental sectors). In the case of the "Between the rivers of Prosna and Warta" LAG it is a partnership (association) of 75 representatives: 8 municipalities (7 of them are rural, 1 is rural-urban), 10 social institutions, 11 local enterprises, 46 inhabitants.	Four sub-measures are planned within LEADER: 1) Preparatory support 2) Implementation of LDS 3) Implementation of projects 4) Current costs	According to the RDP, the contribution of the EAFRD to a single action under the LEADER initiative is 63.63% and the required contribution of national public funds is 36.37%. Monitoring and evaluation of the Local Development Strategy is internal.
Other initiatives				
National/regional/local schemes (own funds)				
10.1. The Regional Martial Office Funds for local development (participatory budget)	The project is a form of participatory budget focused on rural municipalities. Local communities may apply for financing of small actions aimed at improving their living space.	Up to 3 actions per one municipality (gmina) submitted by local representatives.	Project has to be implemented by the end of the year and promoted by social media.	Up to 5000 zł per action (1200 EUR). Projects might be controlled by the voivodeship self-government during their implementation or up to 5 years afterwards.
10.2. Program aimed at of lifestyle-related illnesses in the	Program has been developed after a process of	Representatives of the Wieruszów County Authorities	The project has been implemented by the Hospital	After finalisation, the project webpage has been turned

<p>area of the county of Wieruszów (Norway Grants, national budget of Poland)</p>	<p>evaluation of health needs of inhabitants in the study area. It consisted of two actions – prevention of lifestyle-related illnesses and promotion of healthy lifestyle.</p>	<p>and representatives of municipalities in the study area, educational institutions, health care institutions, Family Support Center, NGOs, Medical University of Lodz, Ministry of Health</p>	<p>which is administrated by the self-government of Wieruszów County.</p>	<p>into health portal of the Wieruszów county and informs inhabitants about any actions promoting healthy life style taking place in the study area.</p>
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**Annex 5:Table IV. Socio-economic characteristic of administrative units of case study area (internal structure)**

	<b>Bolesławiec</b>	<b>Czastary</b>	<b>Galewice</b>	<b>Lututów</b>	<b>Łubnice</b>	<b>Sokolniki</b>	<b>Wieruszów</b>
Population density per km <sup>2</sup> (2013)	63	64	46	61	68	61	148
Total population (2013)	4 079	3 985	6 198	4 615	4 155	4 890	14 338
Population development (1999-2013)	-3,41	-2,83	-0,64	-6,48	-2,76	-0,99	2,57
Population development age 18-30, (1999-2013)	15,05	0,34	-0,63	10,78	3,40	-6,54	-2,24
Old age dependency ration (2013)	29,0	27,5	25,9	28,7	29,9	29,8	26,2
Gender Imbalance (2013)	97	101	101	101	103	101	105
Ethnic composition (2013)	-	-	-	-	-	-	-
Growth measured as GDP per capita in PPS (2013)	-	-	-	-	-	-	-
Unemployment rate (2013)	9	11,5	12	12,3	8,3	9,6	11,5
Youth unemployment rate (2013)	-	-	-	-	-	-	-
Main economic basis: Share of employees per sector (2013) (agriculture, industry, services) if possible in more detail and with time series	-	-	-	-	-	-	-
Share of tertiary educated people (according to ISCED, 2013)	-	-	-	-	-	-	-

**Annex 6: Table V. Content analysis of coping strategies documents**

Document 1	
Title	Local Development Strategy
Information and status of the document	Under implementation. Continuation of the strategy implemented between 2007-2013. The document is essential to apply for funds from EARDF - Rural Development Program, dedicated to the LEADER initiatives. Objectives of LDS are targeted to achieve the objectives of the RDP, and in particular the M19 action – “support for local development under the LEADER objective”, which is the specific objective 6B “supporting local development in rural areas” under priority 6 “promoting social inclusion, reducing poverty and economic development in rural areas”.
Type of the document (plan/strategy/...)	Strategy
Governance level/levels (local/regional/...)	Implemented by the Local Action Group “Between the rivers of Proсна and Warta” associating representatives from 8 local municipalities of the county of Wieruszów: public institutions, local enterprises, social partners and inhabitants after a contract signed with regional self-government of Lodzkie Voivodeship responsible for implementation and management of particular RDP actions.
Synthesis/general findings of the document – in context of peripherality of case study region or its part	<p>The document indicates well developed settlement network of the area however with a dominating role of small villages (not more than 1 500 inhabitants) and lack of bigger regional center (Wieruszów is a small town of less than 10 000 inhabitants). Also, the road network is considered to be well developed but the condition of local transport infrastructure is bad. This situation entails the problem of accessibility of services of general interest.</p> <p>Economic potential of the area is weaker than the average situation in the Lodzkie Voivodeship. It influences lower incomes from local taxes and less possibilities for the local self-government to cover all needs of local societies, to contribute for projects co-funded by external resources.</p> <p>Although the unemployment rate is lower than in the Lodzkie Voivodeship, average salaries in all economic sectors are much lower.</p> <p>The area (especially rural areas) is shrinking due to negative birthrate and outmigration of young population in all 7 rural municipalities. National Statistical Office estimates that in 2035 the number of inhabitants will decrease from about 42 000 to about 38 000 (10%). It also entails low human capital and low social activity in solving problems of the area.</p>

Document 2	
Title	Regional Development Strategy of the Lodzkie Voivodeship 2020
Information and status of the document	Under implementation. Actualization of the strategy implemented between 2007-2013. The document is essential to apply for funds from ESF and ERDF integrated in Regional Operational Program for the Lodzkie Voivodeship.
Type of the document (plan/strategy/...)	Strategy
Governance level/levels (local/regional/...)	Implemented by the regional self-government of Lodzkie Voivodeship responsible for management and implementation of national strategy for regional development within the region.
Synthesis/general findings of the document – in context of peripherality of case study region or its part	<p>Low socio-economic potential of areas close to the borders of the voivodeship due to weak linkages with the nearest regional centers and the capital of the voivodeship – Lodz – it provides to their further peripheralisation; underdevelopment of services outside regional centers (county towns).</p> <p>Wieruszów recognized by the National Strategy of Regional Development – document corresponding with The Regional Development Strategy of the Lodzkie Voivodeship as the county town losing its social and economic functions (one of the type of settlement units recognized as the Strategic Intervention Areas).</p> <p>County towns losing social and economic functions are those that meet 6 of the following criteria:</p> <ol style="list-style-type: none"> <li>1. population dynamics 2006-2010 lower than the average for county towns within voivodship; +</li> <li>2. dynamics of the number of individuals conducting business activity registered in the REGON register 2006-2010 lower than average for county towns within voivodship;</li> <li>3. dynamics of the number of employed people in 2006-2010 lower than the average for county towns within a voivodeship;</li> <li>4. dynamics of the municipalities' own incomes 2006-2010 lower than the average for county towns; +</li> <li>5. dynamics of the number of unemployed persons 2006-2010 higher than average for county towns;</li> <li>6. number of students per 1 computer with Internet access in primary schools in 2010 higher than average for county towns, +</li> <li>7. percentage of households benefiting from social help in 2010 higher from median for county towns,</li> <li>8. income from taxes per 1 inhabitant in 2010 lower than the value of the third quartile for county towns +</li> <li>9. The number of primary doctors per 1000 inhabitants in 2010 is less than or equal to the value of the third quartile for county towns, +</li> <li>10. the dynamics of housing stock 2006-2010 lower than the average for county towns, +</li> <li>11. The percentage of the population using the sewerage network in 2010 lower than the average for the county towns +</li> </ol>

## Annex 7: Table VI. Content analysis of newspaper archives – image / stigmatization

Notes: For the Polish case study area powiat of Wieruszów newspaper digital archives were screened for nation-wide distributed, daily published “Gazeta Wyborcza” and its regional add-in “Gazeta Wyborcza Łódź”. Time span accessible for each newspaper online archive is from 1993 to 2017). The overall coverage of the region in nation-wide print media was quite low and out of the articles that turned up a still smaller number held relevance for questions of peripheralisation. Overall approximately 40 articles were considered relevant for detailed screening and sorted cumulatively according to their context and the rough time of appearance to allow for the tracing of potential trends:

		Description of findings
Size of the article	Short (less than 1 page)	All articles were assumably shorter than one DIN A 2 newspaper page, some were online newspaper articles, so page length could not be appraised.
	Medium(1-2 pages)	
	Long (more than 2 pages)	
Author of the article	Journalist	All considered articles were written by journalists
	Publicist/expert	
	Local authority	
Author's attitude	Positive	
	Neutral	Most articles adopted a quite neutral tone.
	Negative	
Context	Positive	Development of transport system (S8 express road, high-speed rail, railway station infrastructure) Development and successes of furniture industries EU funds used in Wieruszów region Economic promotion of Lodzkie Region Sport events (Orlik 2012 Project*) Development of SGIs (new hospital) Informatization in education Development of tourism infrastructure
	Neutral	Administrative divisions and belonging to different regions
	Negative	Administrative divisions and belonging to different regions Reduction of rail connection from Wieruszów Directions of socio-economic development – Wieruszów as peripheral region

\* Orlik 2012 Project - a Polish government project to build a football (soccer) and join volleyball–basketball fields in each gmina municipality in Poland before 2012 (time of UEFA Euro 2012 cohosted by Poland) [[www.orlik2012.pl/index.php/programme-description](http://www.orlik2012.pl/index.php/programme-description)]

**Annex 8: List of experts:**

<b>No.</b>	<b>Position</b>
1.	Expert in charge of regional development (regional observatory)
2.	Leader of higher education unit
3.	Expert in charge of regional development (regional consultant)
4.	Regional policy-maker
5.	Local policy-maker (Vice-Mayor)
6.	Local expert (Secretary)
7.	Representative of the LAG "Between rivers of Prosna and Warta"
8.	Sub-regional policy-maker (Mayor)
9.	Sub-regional expert (Secretary)
10.	Local journalist (Editor-in-Chief)
11.	Economic stakeholder (Member of Agricultural Chamber) and Local policy-maker

**Annex 9:**

Remaining photographs (not included in the report)

*Photo 1. Housing in the center of Wieruszów (from the beginning of 20<sup>th</sup> c.) By: P. Jeziorska-Biel*



*Photo 2. Old wooden houses in the center of Wieruszów By: P. Jeziorska-Biel*



Photo 3: New housing in the Powiat Wieruszowski By: P. Jeziorska-Biel



Photo 4: Small, private enterprises By: P. Jeziorska-Biel

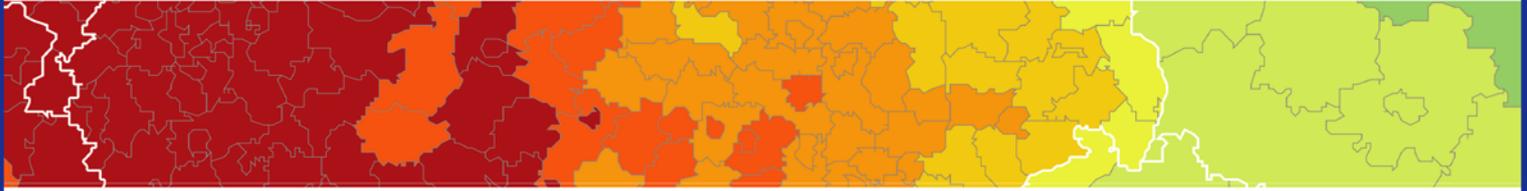


Photo 5. Polish pigeon breeders association in Wieruszów By: P. Jeziorska-Biel



Photo 6. Cultural initiative "Wieruszów reads" By: P. Jeziorska-Biel





### **ESPON 2020 – More information**

ESPON EGTC

4 rue Erasme, L-1468 Luxembourg - Grand Duchy of Luxembourg

Phone: +352 20 600 280

Email: [info@espon.eu](mailto:info@espon.eu)

[www.espon.eu](http://www.espon.eu), [Twitter](#), [LinkedIn](#), [YouTube](#)

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